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Managing the Nation's Public Lands

A Program Report Prepared Pursuant to Requirements of the Federal Land Policy and Management Act of 1976

January 31, 1982

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MANAGING THE NATION'S PUBLIC LANDS

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I. Program Overview

I. PROGRAM OVERVIEW

A. GOALS AND ACCOMPLISHMENTS

The Bureau of Land Management manages the Nation's public lands, and the resources on those lands, in the public interest. This means orderly development and wise use so that these resources will benefit all Americans—now and in the future. It also means conservation and the striking of a balance between the many uses of the public lands. The Bureau is committed to achieving this balanced use, emphasizing energy and mineral self sufficiency, streamlining policies and regulations, and improving our Good Neighbor Policy to develop a cooperative spirit in the West.

Major accomplishments in fiscal year 1981 toward meeting these goals were:

- A proposed revision of the 5-year Outer Continental Shelf oil and gas leasing schedule was issued. The number of sales offered increases from 36 to 42 and the acres available for consideration for leasing increases from 75 million to 875 million. BLM also is streamlining planning and methods for determining acceptable bids.
- Revenues from Outer Continental Shelf leasing increased 126 percent from $5.3 billion in FY 80 to $12 billion in FY 81. In FY 81 BLM held seven competitive OCS lease sales resulting in the leasing of 374 tracts covering two million acres.
- State and county governments received $482.7 million (15 percent more than in FY 80) from revenues produced from public lands. County governments received an additional $104 million from appropriated funds.
- BLM issued 264 noncompetitive geothermal leases covering 503,480 acres. In addition, BLM held 4 competitive geothermal lease sales and issued 41 competitve leases (covering 83,360 acres), resulting in bonus receipts of $6.9 million.
- 6.6 million acres of acquired military lands were made available for noncompetitive oil and gas leasing and 8,838 lease applications were received. With Department of Defense concurrence for lease issuance, this could greatly increase the chances of discovering and producing more domestic oil and gas.
- Coal leasing resumed after a ten year moratorium. 14 leases covering about 34,607 acres were issued. Recoverable coal reserves in the 14 leases are estimated to be 296 million tons.
- A draft Rangeland Management Policy for livestock grazing use was developed in FY 81. This policy will place federal resource management investments where they are most needed. The result will be more effective and efficient management while meeting the objective of protecting and improving rangeland condition and productivity.
- More than 12,000 horses and burros were removed from the public lands in FY 81. Approximately 10,000 of those animals were adopted, an increase of 3,000 animals over FY 80.
- To make the Adopt-A-Horse Program more self sustaining, BLM announced a fee increase of $200 for a wild horse and $75 for a burro plus transportation costs. This will reduce the expenditure of appropriated funds.
- More than 1.18 billion board feet of timber was sold in FY 81 for 286 million dollars.
- Nearly 400 requests for 700,000 acres were received from the Governors of western States identifying public lands needed for community expansion, penal institutions and airports, or other state or local activities.
- 233 Public Land Orders were issued revoking withdrawals on 20.3 million acres. Some 16.7 million acres were opened to mineral leasing and 500,000 acres opened to mining location.
- BLM exchanged 71,900 acres for private or Forest Service lands. In FY 80, 24,740 acres were exchanged.
- Airport leases covering 20,858 acres were renewed or offered in FY 81. In addition, 320 acres were patented for airport use.
- A total of 1.2 million acres were patented in FY 81 for a variety of purposes.
- 60,000 acres were transferred to the lower 48 western States under State indemnity selection rights, satisfying over 10 percent of the remaining outstanding rights.
- BLM rights-of-way regulations were simplified and expedited, reducing the cost to both the government and the public.
- BLM's wilderness study policy was substantially revised, reducing cost and returning lands determined to be unsuitable as wilderness to multiple use as soon as possible.
- BLM's wilderness interim management plan (IMP) was revised to permit increased development of mineral leases issued before October 21, 1976.

- The Secretary directed BLM not to conduct wilderness reviews on public lands in Alaska except for those mandated by regulation.
- A new public land recreation policy will concentrate management efforts and available funds on lands identified by Congress or the public as needing special management attention. It is estimated that 15 percent of public lands fall withing this category.
- A draft wildlife policy was developed which will enhance public understanding of existing BLM wildlife policy.

These accomplishments point to a balanced natural resources philosophy, one the Bureau intends to follow under this administration. The results are already becoming apparent and they will be even more discernable in the future. The Bureau is committed to becoming a better public landlord and trustee over the resources BLM manages for the people of this Nation.

B. THE RESOURCES MANAGED BY THE BUREAU

The Bureau of Land Management (BLM) is responsible for achieving balanced and effective multiple use management of publicly owned land. These lands include 175 million acres in 11 western states and 70 million acres in Alaska. In addition, 80 million acres in Alaska are being managed by BLM pending transfer to the Natives and the State. BLM also manages 1.1 billion acres of the Outer Continental Shelf (OCS), and an additional 497 million acres of Federally owned subsurface rights throughout the Nation underlying lands that are administered by other agencies or are privately owned.

Throughout the last century, to raise revenues and to encourage development of the West, the Federal Government sold or granted vast tracts of public domain land to homesteaders, towns, States, railroads and other private companies. Most of these public domain lands had been acquired by the Federal Government in the course of our national development. The Federal Government also reserved millions of additional acres for such uses as National Parks and Forests, wildlife refuges, and defense installations. The lands that BLM currently manages are lands which, for one reason or another, were not transferred to private ownership or other Federal agencies.

The public lands managed by BLM in the western States are now some of America's last wide-open spaces. National attention has turned to the rich resources of the public lands as the Nation seeks to meet its growing needs for energy, food, timber, minerals, water, wildlife, and recreation. This attention is long overdue and, not surprisingly, has generated increased interest over how to manage and use public land resources. The facts cited below indicate that the stakes are high and continue to grow.

- The public lands and the Outer Continental Shelf contain roughly 10 percent of the Nation's known oil and gas reserves, and much higher percentages of estimated resources.
- Half of the Nation's coal reserves are in the West, and as much as 60 percent of that coal is owned by the Federal Government. BLM also administers substantial eastern coal reserves, the largest portion being in Alabama.
- More than 55 million acres of public land are prospective sources of geothermal energy. Another 2.5 million acres are classified as known geothermal resource areas.
- Some 35 percent of the Nation's uranium reserve is found on public land in the Wyoming basin and on the Colorado plateau.
- About 80 percent of the Nation's oil shale, the largest known reserve in the free world, lies under public lands, mostly in Colorado and Utah.
- The eleven major tar sands sites occur on public lands in Utah, and are estimated to contain almost 2 billion barrels of recoverable oil.
- The public lands contain an enormous storehouse of the Nation's non-energy mineral deposits, including some of the world's principal sources of molybdenum, phosphate, and potash.
- More than 22,000 livestock operators graze about 5.5 million head of domestic livestock on the public lands. Approximately 13 million animal unit months of forage were harvested from these lands, or 6.1 percent of the nation's total rangeland production, in 1981.
- About 1.2 billion board feet of timber, enough to build 200,000 three bedroom houses, are harvested from the public lands in an average year. The estimated market value of all timber on the public lands is about $15 billion.
- The public made an estimated 200 million visits last year to hundreds of unique recreational areas on the public lands. These areas include 14 Wild and Scenic Rivers, 17 National Trails, 36 Primitive and Outstanding Natural Areas, and 84 special Recreation Areas. In addition, 39 National Natural Landmarks and 21 Research Natural Areas have been designated or proposed on lands administered by BLM.

- BLM has the Nation's largest cultural resource management responsibility. There are over 200 archaeological and historical sites already listed on the National Register of Historic Places; 350 more are pending. Nearly 8,500 other sites or areas are potentially eligible for nomination, and inventories are annually identifying an additional 200-500 sites of major cultural significance.
- No single Federal or State agency manages more wildlife habitat than BLM. The public lands are home to one out of every five of the big game animals in the entire United States, including most of the caribou, brown and grizzly bears, desert bighorn sheep, moose, mule deer and antelope. BLM also manages 47 million acres of wetlands, 30 million acres of riparian habitat, 669,000 miles of perennial streams, and nearly 5 million surface acres of lakes and reservoirs. These lands contain over 90,000 miles of trout, salmon, and other sport fish streams.

The magnitude and value of these resources, along with the high potential for conflicting demands and uses, make BLM issues also some of the most pressing domestic resource policy issues facing the Nation. BLM is involved in many high-visibility issues: offshore and onshore oil and gas development, energy facility siting and transcontinental pipelines, coal development, synfuels, nuclear and other hazardous waste disposal, timber production, the availability of water and land for urban development, the disappearance of the Nation's open spaces, and many others.

In addition to providing energy, food, mineral, forest, wildlife, and cultural resources, the public lands provide revenues to the Federal and State treasuries. An estimated $13.1 billion were collected in FY 81 and turned over to the Federal Treasury. Portions of this money was paid to State and local governments. These revenues are paid by users of the public lands and the OCS in the form of grazing fees; energy and minerals lease sale receipts, royalties, and bonus payments; timber sales; recreation and firewood permits, etc. (More detailed information on these revenues and their distribution is provided in Parts II and III of this report.)

C. THE HISTORY OF BLM'S MISSION

In 1785 the Surveyor General began the first survey under the United States rectangular survey system, and the first sale of public lands was held in New York City in 1787. Similar sales were conducted by the Board of Treasury for 25 years. To meet demands of pioneers and frontiersmen, Congress established the first land offices in Ohio in 1800, and followed up by establishing The General Land Office in 1812. In 1849, The General Land Office became part of the Department of the Interior.

The deteriorating condition of the public lands after the turn of the 20th century, underscored by the drought and depression of the 1930's, resulted in the passage of the Taylor Grazing Act in 1934. The U.S. Grazing Service made the first effort to actively manage the unreserved public lands. The Act focused primarily on grazing management, rather than on a broader range of uses, still reflecting perspectives that would change following World War II. The Act perpetuated the assumption that the public lands would eventually be transferred to private ownership.

This assumption was reinforced in 1946 when the Bureau of Land Management was formed, through the merger of The General Land Office and the Grazing Service, to serve as custodial manager of the public lands. BLM's management authority was scattered among a myriad of existing laws involving mining and mineral leasing, grazing, timber, material sales, public land sales, etc. The scattering of authority made BLM's operations complex, inefficient, often times *ad hoc*, and reflected a lack of clarity about BLM's mission. Combined with the assumption that the land would eventually be disposed of, this confusion had the effect of limiting the extent to which Congress was willing to provide funding for investments to improve the productivity of the public lands.

In the Classification and Multiple Use Act of 1964, Congress established a temporary process for reviewing the public lands in Federal ownership to determine which should be classified as suitable for disposal, and which contained values that would make them best suited for retention in Federal ownership. In the same year, Congress created the Public Land Law Review Commission to study the issues of public land management and recommend needed changes in policy and authorities.

The Commission's report was referred to frequently in the development of what became the Federal Land Policy and Management Act (FLPMA) of 1976. The first version of this comprehensive public land law was introduced a year after the release of the report in 1970. After consideration by three Congresses, the Act reflects changing public priorities that had evolved over a decade.

FLPMA clearly establishes the national policy that most public lands shall be retained in Federal ownership and managed for all Americans under the principles of multiple use and sustained yield. Lands are disposed of only if, as a result of land use planning procedures provided for in the Act, it is determined that disposal of a particular parcel

will better serve the national interest. The Act mandates that decisions on the use of the lands be based on inventories of the resource base and on the results of considering alternative levels and types of use. Furthermore, the decisions are to be made with the full participation of the public, and a careful balancing of the interests of competing users.

D. CURRENT RESOURCE DEMANDS AND MANAGEMENT EXPECTATIONS

The creation of a comprehensive legislative mandate (FLPMA) came at a time when demands on the resources of the public lands were increasing rapidly. The growing scarcity of basic commodities, a gradual shift in the demographic center of the Nation to the West and South, increasing national affluence, more leisure time, and an appreciation of environmental values have all intensified pressures for the use of the public lands. These uses are for such sometimes competing purposes as energy production, wildlife habitat, urban growth, wilderness preservation, and recreation, as well as the traditional uses such as livestock grazing, timber production, and mining.

1. What the Public Wants from BLM

The Bureau of Land Management continues to ask the public to express their needs from and their expectations for the public lands. BLM has contacted Governors, State officials, State and regional interest groups, county and local officials and individuals asking them to identify both public land needs and problems with public and management and to suggest opportunities and priorities for the 1980's.

Improving the productivity of the public lands and the outer continental shelf is often identified as a high priority, with particular emphasis on increased energy production. The public also wants BLM to develop the public land resources (rangeland, forests, energy and minerals, etc.) with sensitivity to social, economic and environmental impacts.

Improving Bureau methods for protecting resource values threatened by changes in land use is an equally important goal. This can be achieved by identifying potential adverse impacts associated with changes in the use of public lands, and developing and implementing measures to manage and protect threatened resource values such as wildlife, cultural or historic sites, and unique natural areas.

Through a multi-discipline planning process, BLM is providing timely decisions that carefully consider State and local concerns and priorities and include effective public participation. The Bureau has developed methods for resolving conflicting uses, policies and procedures which involve the public in the resolution of the potential impacts of alternative land uses. In addition, public land use decisions reflect the social and economic needs of communities and individuals.

Improving BLM efficiency, effectiveness, and responsiveness to public needs is a vital obligation. The Bureau is emphasizing efforts to:

- eliminate conflicting, burdensome, and inconsistent statutory and regulatory guidelines;
- eliminate the backlog of land use applications;
- provide adequate levels of technical and administrative support such as cadastral survey, law enforcement, land transactions fire management, and the construction and maintenance of facilities.

2. Newly Mandated Responsibilities

As interest in and demands on the resources of the public lands have increased, so too have Congressional, Judicial, and Excutive mandates for more intensive management, improved protection, and expanded services. Many of these mandates have specific schedules and deadlines for completion. Recent notable legislative mandates include:

- a review of withdrawals of public land made prior to October 21, 1976 to be completed by 1991;
- a five-year schedule for Outer Continental Shelf oil and gas leasing;
- conveyances of public lands to the State of Alaska and to Alaskan native villages and corporations; and
- a review of potential wilderness areas to be completed by 1991.

Judicial mandates which have had the greatest impact on the Bureau's management responsibilities include:

- 144 environmental impact statements (EISs) for livestock grazing on 170 million acres of public rangeland by 1988;
- EISs on forest management in Oregon and portions of California and Idaho by 1982; and
- public land designations as specifically open or closed to off-road vehicle use by the end of 1987.

The Alaska National Interest Lands Conservation Act, passed in FY 81, added over 100 mandates for public land management in Alaska. Major mandates include:

- a study, by 1988, of the Central Arctic Area to determine oil and gas potential and impacts of oil and gas development on the natural resources, particularly wildlife and wilderness values. The study is also to identify transportation routes out of the area.
- offer oil and gas leases in the National Petroleum Reserve—Alaska.
- a comprehensive non-North Slope, onshore oil and gas program.
- evaluate subsistence as part of all land use decisions in Alaska.
- management plans for the White Mountains National Recreation Area and the Steese National Conservation Area by 1985.
- management plans for six new Wild and Scenic Rivers in Alaska by 1983.
- determine what adjustments should be made in land ownership patterns in the Bristol Bay Cooperative Region by 1983.

Also, numerous recent Executive Orders have mandated a variety of special surveys and inventories of, for example, cultural, wildlife, wetlands, and endangered species resources prior to permitting the use of public land for development.

As a result of new legislative mandates, a court order, and new Presidential initiatives, the Secretary adopted a comprehensive program to manage federally owned coal. Among the tasks to be accomplished under this program are the initiation of regional lease sales beginning in January 1981 and processing all pending preference right lease applications by December 1984.

In order to comply with the public demands described above, and these statutory requirements it became imperative that BLM establish a flexible, integrated and responsive management system.

E. THE DEVELOPMENT OF A RESPONSIVE MANAGEMEWT SYSTEM

The Bureau's budget and its functional organization are divided into programs designed to address one or more resource management objectives such as: energy and minerals management, range management, and forest management. When statutory judicial, or administrative mandates change, BLM is often expected to rapily shift available funding and personnel sources from program to program to adjust to new demands. In FY 81 the Administration emphasized increasing the efficiency and effectiveness of the federal government. BLM responded by streamlining many of its processes and systems, emphasizing the energy and mineral programs.

As the Congress recognized when it drafted FLPMA, public land management is not simply a matter of administering a series of programs to address isolated problems and issues. The central reality of public land management stems from the nature of the lands themselves. BLM manages an intricate combination of natural resources—from coal to caribou, watershed to cultural resources—which interlock in a system wherein change in the use of one almost invariably means change in another. FLPMA mandates a management approach which reflects the sensitivity and complexity of these multiple uses. BLM has developed and implemented a management system to meet this FLPMA mandate and to guide its decisions and actions. There are four key elements in this system:

- accurate and periodically up-dated inventories which supply data for decisionmaking, supported by monitoring of resource conditions on the public lands, to determine the effectiveness of a wide range of activities;
- a planning and decisionmaking process that provides a balance among the range of alternative uses and includes unprecedented public input, and directs BLM's implementation activities;
- implementation of land use plans, particularly by making on-the-ground improvements that increase productivity and resource values on the public lands; and
- service, operations and maintenance activities to meet the public's needs, and to provide cost effective protection of existing investments.

A key to understanding BLM's operation is to realize that a decision made to delay or expedite one BLM program, one resource, or one element of BLM's management system necessarily affects and involves other BLM programs and resources as well. Under existing statutes and Executive Orders, for example, BLM cannot issue a coal lease, approve a transmission route, or construct a range improvement project before impact assessment work is completed. Similarly, BLM cannot designate a special environmental area or permit off-road vehicles to use a particular area without first considering how other resources in the area will be affected and what other uses might be made of the land.

BLM's management process, is capable of efficiently, effectively, and fairly resolving many of the conflicting demands placed upon the public lands and of facilitating the development of needed resources while protecting other resource values from inadvertent damage or destruction. Recent appropriation and authorization requests have reflected a

strong commitment to this balanced multiple-use management approach.

F. BLM's BUDGET

1. Recent Trends in Funding

Over the past decade appropriations have steadily increased, primarily due to three factors: 1) the increased value of the public land resources and the corresponding increase in amounts of shared revenues paid to State and local governments; 2) the increased national emphasis on energy development; and 3) the more active management of the public lands mandated by FLPMA.

The increase in appropriations that are simply passed through to the State and local Governments has been the single largest increase in BLM'a appropriation since enactment of FLPMA. Shared revenues (primarily receipts from mineral leasing) have increased by more than 150 percent since 1976 (in current dollars without adjusting for inflation). The addition in 1977, of an appropriation for Payments in Lieu of Taxes added about $100 million per year to BLM's appropriation.

The growth of BLM's operating budget (536 million in FY 81) has been less than is the case for shared revenues, although the operating budget has almost doubled since 1976. Most of this increase was in energy and mineral management, which increased three-fold, and in renewable resource managemnt, which increased 2.5 times.

2. Reductions in Bureau Appropriations

Fiscal year 1981 marked the beginning of a new direction in the management and funding of BLM. Innovations and initiatives introduced in 1981, which will continue in 1982 and the following years, will have significant effects on appropriation requirements. Among the changes or decisions made in 1981 are;

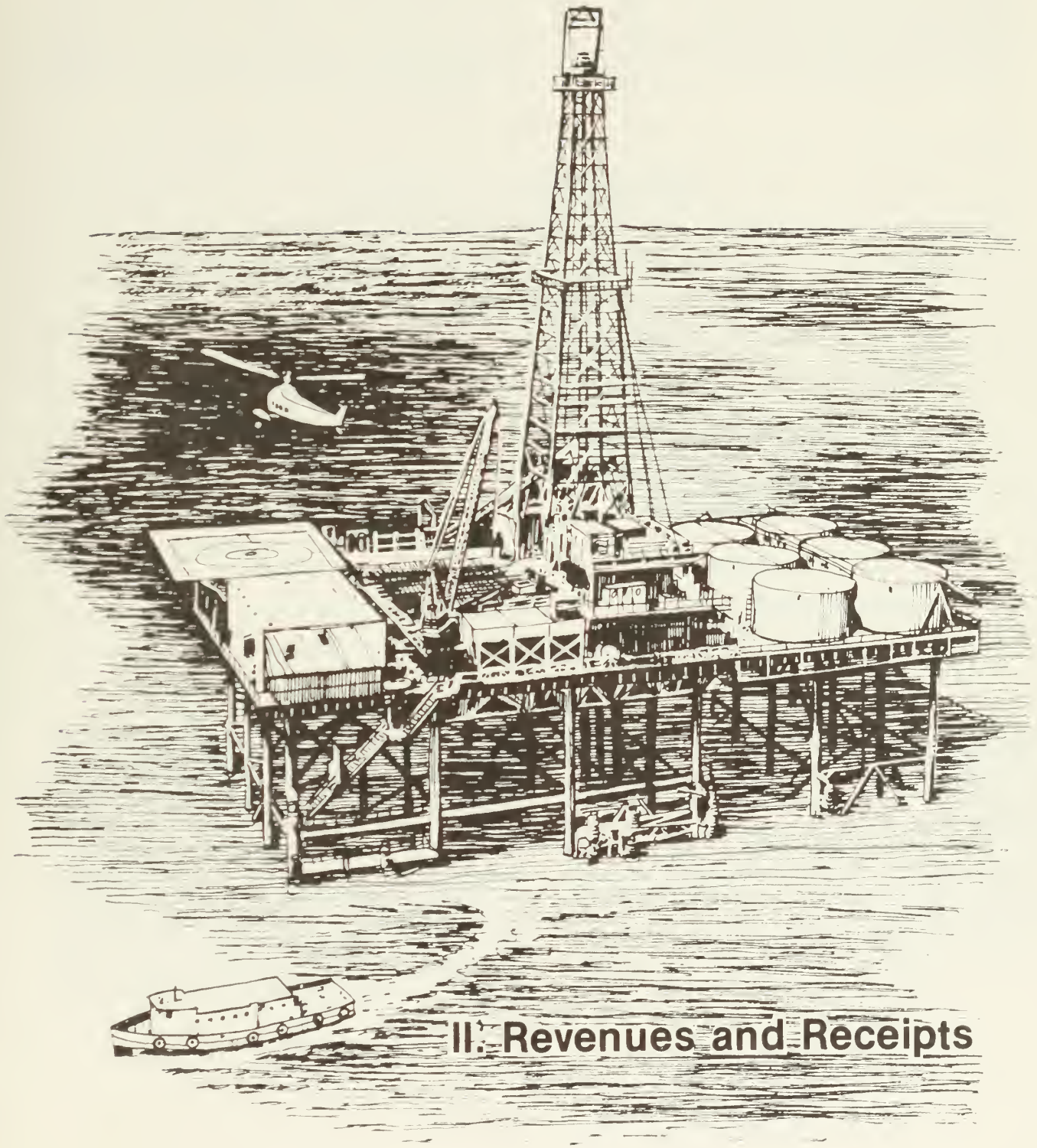
- simplification of withdrawal review processes that will assure that the statutory deadline of 1991 for completion of the reviews is met, and at the same time reduce costs by 40 percent;
- a decision that mineral surveys will be conducted on potential wilderness areas only after a tentative determination of wilderness suitability is made, saving millions of dollars in unnecessary costs; and
- a decision to increase adoption fees for wild horses and burros in FY 82, which will "free up" funds for better herd management and assure that more of the taxpayers' cost of gathering the animals is recovered.

Not all changes begun in 1981 will reduce costs, however. The Administration is also committed to several program emphases that will receive strong funding support. Among these are:

- an acceleration of the five-year offshore oil and gas leasing schedule prepared in draft form during FY 81;
- an invitation by the Secretary to States and communities to identify indemnity selections and necessary land exchanges and a commitment to expedite action on such applications; and
- a commitment to convey 13 million acres annually to the State of Alaska to complete the conveyances required by the Alaska Statehood Act.

The appropriation for FY 82 reflects these and other changes in Bureau priorities and operations. After a period of steady growth, the Bureau's operating budget will be relatively stable from 1981 to 1982. In this period of spending restraint, the BLM budget of 1982 reflects several significant thrusts:

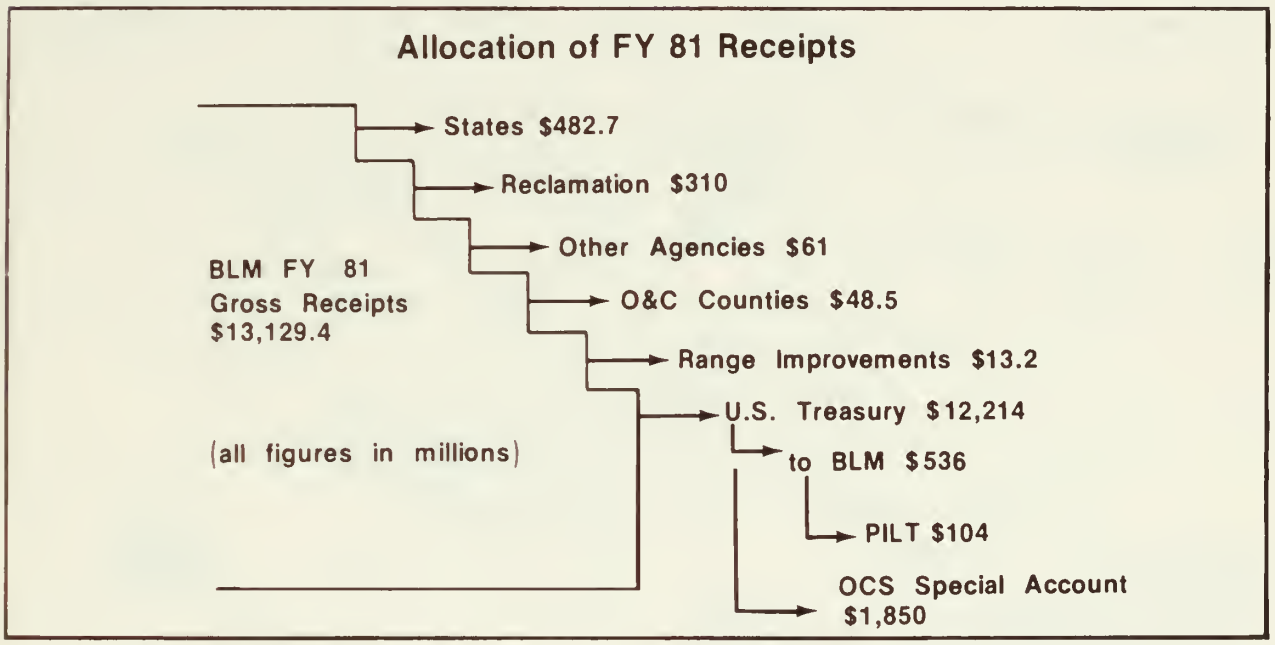
- emphasis on the priorities of energy leasing management and response to public and State government applications for land exchanges, State indemnity selections, and other lands and realty casework;
- the adoption of new procedures and simplified processes that will reduce costs and accelerate completion of withdrawal review, land use planning, wilderness review, and other tasks;
- changes in policies that will reduce federal spending by transferring costs to others when that is appropriate (*e.g.*, range maintenance costs that should be borne by livestock operators); and
- acceleration of decisionmaking and elimination of excessive costs of studies and inventory.



II. Revenues and Receipts

II. REVENUES AND RECEIPTS

The Bureau of Land Management is a primary collector of revenues from the public. Gross receipts from the sale, lease and use of public lands and resources have been increasing steadily, and totaled approximately $13.1 billion in FY 81. Of this amount, $482.7 million will be returned to the states, $310 million was given to the Reclamation fund, $61 million was given to other Federal agencies, and the remaining $10.4 million went into the general fund of the U.S. Treasury. An additional 1.9 billion was deposited in special OCS accounts in the Treasury. By comparison, only $536 million (less than 4 percent) was then appropriated from the Treasury to BLM for operating expenses in FY 81. This is a ratio of $23 collected for every $1 appropriated.



The development and use of the public lands and resources managed by BLM generate receipts from a variety of sources. Bonus bids and royalties from Outer Continental Shelf (OCS) leasing account for the vast majority of receipts, $12 billion or roughly 92 percent of total receipts in fiscal year 1981. Accelerating interest in energy and mineral exploration on public lands is strongly reflected in the increasing 1980, 1981, and projected 1982 receipts from BLM's mineral leasing programs; a trend that became most notable in 1973 when international energy supplies became increasingly unstable and costly. Although still significant, receipts from timber sales on the public lands have recently decreased because of the depressed condition of the housing industry. Timber receipts were $215.7 million in FY 81. BLM also generates receipts from a variety of other sources, including sales of public lands and materials, fees and commissions, grazing, right-of-way leases, and permits. Table 1 shows actual receipts of the Bureau of Land Management for fiscal years 1978, 1979, 198O, and 1981 and estimated receipts for fiscal years 1982, and 1983.

TABLE 1—RECEIPTS BY SOURCE

(all figures in thousands)

	1978 Actual	1979 Actual	1980 Actual	1981 Actual	1982 Estimated	1983 Estimated
Sales, Public Land Materials	$1,609	9,240	7,796	4,829	7,000	7,000
Fees and Commissions	31,814	39,730	28,593	43,831	130,900	187,500
Mineral Leasing[a]	402,286	453,514	682,129	821,990	1,361,700	1,297,000
Mineral Leasing, OCS	2,259,308	3,267,377	5,353,638	[b]11,988,516	7,900,000	18,000,000
Grazing Fees	16,317	19,877	24,601	24,884	20,593	21,065
Right-of-Way Leases	862	869	899	588	831	831
Timber Sales	195,393	218,208	216,109	215,744	243,950	261,300
Rent of Land	4,481	286	1,978	15,850	1,716	1,716
Miscellaneous Receipts	16,298	10,178	16,347	13,727	13,262	14,351
TOTAL	$2,928,368	4,019,279	6,332,050	13,129,959	9,679,952	19,790,763

[a]Includes Mineral Leasing receipts collected by BLM and transferred to other agencies for distribution.
[b]Includes 1.9 billion deposited into Treasury special OCS account.

III. State and Local Shares

III. STATE AND LOCAL SHARES

The Bureau of Land Management's most direct fiscal impact upon public land States and localities is through revenue sharing and other direct payments. In the decade 1972 through 1981, State and local governments in the public land States received $2.5 billion from BLM as their share of revenues collected from the lease or sale of public lands resources and as in-lieu payments for tax-exempt lands. The amount of money going to these States each year rose from $93.6 million in 1972 to $482.7 million in 1981.

A. REVENUE SHARING

Each State in the lower 48 receives 50 percent, and the State of Alaska 90 percent, of all mineral leasing revenues collected from public lands within its boundaries. The State of Alaska will receive 50 percent of revenues received from the National Petroleum Reserve—Alaska (NPRA). Two million acres in NPRA is planned to be leased in FY 82.

Receipts are generated from mineral leasing (oil and gas, coal, and other leasable minerals), hardrock mineral development, grazing fees, timber sales, and other user fees.

The dominant source of revenue is the energy mineral leasing program. Actual onshore mineral receipts amounted to $486 million in 1979, increased to $682 million in 1980, and are expected to go to $822 million in fiscal year 1981. Table 2, on the distribution of BLM receipts to States during fiacal year 1981, indicates the sources of revenue sharing and shows the dominant contribution of mineral leases and permits.

FLPMA amended the Mineral Leasing Act to raise the States' share of federal mineral receipts from 37.5 percent to 50 percent. FLPMA also liberalized the use of these funds, stating that they could be used for any purpose a State legislature directs, with priority to be given to the State subdivisions that are socially or economically impacted by federal energy development.

B. PAYMENTS IN LIEU OF TAXES

State governments in the West are the principal beneficiaries of the 1976 Payments in Lieu of Taxes Act. This law was passed to provide federal payments to those areas where large portions of land are in federal ownership and, therefore, exempt from local property taxes. Serving as a supplement to revenue sharing funds, Payments in Lieu of Taxes (PILT) are made directly to local governments and may be used for any governmental purpose.

Lands eligible for PILT consist of federally owned lands in the National Forest System and the National Park System, lands administered by BLM, lands dedicated to the use of federal water resource development, dredge disposal areas under the jurisdiction of the Army Corps of Engineers, and effective as of FY 79, National Wildlife Reserve Areas, inactive and semi-active Army installations, and certain lands donated to the United States Government.

Since PILT payments were started on September 30, 1977, over $513 million has been paid to the States; about $104 million of that amount was paid in FY 81. Table 3 lists PILT payments to the States in FY 80 and FY 81.

TABLE 2—PAYMENT OF BUREAU OF LAND MANAGEMENT RECEIPTS TO STATES AS OF SEPTEMBER 30, 1981

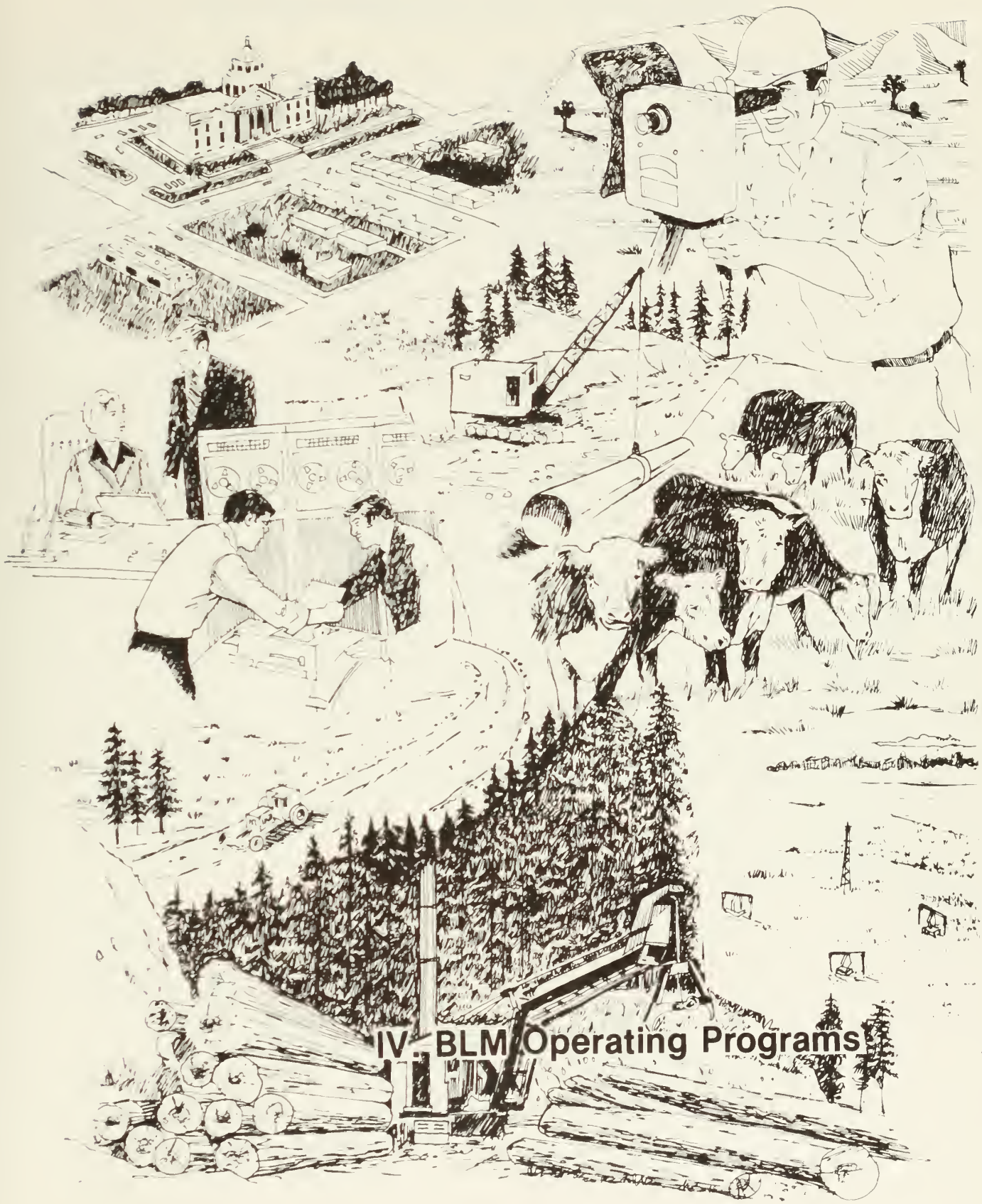
States	Mineral Leases and Permits	Forage Receipts Outside Taylor Grazing Districts	Forage Receipts Inside Taylor Grazing Districts	Sale of Public Land and Timber	Other	Total
Alabama	39,214	00	00	00	00	39,214
Alaska	2,609,503	00	00	[a]-24,147	00	2,585,356
Arizona	2,145,545	178,664	124,689	1,412	00	2,450,310
Arkansas	224,479	00	00	00	00	224,479
California	23,597,963	181,405	36,341	114,787	00	23,930,496
Colorado	25,055,493	64,775	122,224	15,386	00	25,257,878
Florida	136,416	00	00	00	00	136,416
Idaho	2,963,939	47,658	312,542	34,448	00	3,358,587
Kansas	767,978	147	00	00	00	768,125
Louisiana	389,550	00	00	243	00	389,793
Michigan	32,500	00	00	00	00	32,500
Mississippi	35,766	00	00	00	00	35,766
Montana	11,808,646	185,872	207,454	7,681	640,625	12,850,278
Nebraska	187,947	1,456	00	00	00	189,403
Nevada	8,249,840	51,913	539,245	264,699	00	9,105,697
New Mexico	108,177,386	281,119	368,095	8,130	22,210	108,856,940
North Dakota	5,613,615	10,103	00	00	00	5,623,718
Oklahoma	1,486,915	400	00	00	10,712	1,498,027
Oregon	492,720	57,472	264,394	[b]98,020,790	850,819	99,686,195
South Dakota	791,063	91,611	00	403	00	883,077
Utah	18,155,173	00	223,208	8,226	1,591	18,388,198
Washington	37,392	31,749	00	2,120	00	71,261
Wyoming	118,426,836	555,204	306,122	26,619	00	119,314,781
Total	331,425,879	1,739,548	2,504,314	98,480,797	1,525,957	435,676,495

[a]Prior year adjustment
[b]The majority of the $98 million is for timber receipts

TABLE 3—SUMMARY OF PAYMENTS IN LIEU OF TAXES BY STATE

	FY 1980	FY 1981
ALABAMA	114,447	116,023
ALASKA	4,079,527	3,792,297
ARIZONA	7,613,690	7,882,400
ARKANSAS	1,657,682	1,557,483
CALIFORNIA	[a]12,760,936	11,330,719
COLORADO	7,507,361	7,264,862
CONNECTICUT	4,862	8,518
DELEWARE	4,846	4,919
DIST. OF COLUM.	5,035	5,112
FLORIDA	2,038,497	2,186,284
GEORGIA	780,160	838,006
GUAM	227	230
HAWAII	38,201	38,908
IDAHO	6,707,865	7,289,163
ILLINOIS	322,101	317,745
INDIANA	314,577	287,868
IOWA	126,783	128,041
KANSAS	347,487	365,066
KENTUCKY	736,003	702,701
LOUISIANA	134,302	139,104
MAINE	50,794	51,879
MARYLAND	144,815	152,026
MASSACHUSETTS	156,502	163,787
MICHIGAN	1,609,278	1,605,818
MINNESOTA	1,474,132	1,147,073
MISSISSIPPI	426,789	349,110
MISSOURI	1,030,016	750,249
MONTANA	8,078,067	7,698,377
NEBRASKA	328,876	329,860
NEVADA	5,200,468	5,525,704
NEW HAMPSHIRE	297,144	311,293
NEW JERSEY	158,024	168,089
NEW MEXICO	9,589,751	9,797,851
NEW YORK	195,824	157,707
NORTH CAROLINA	894,494	[b]1,737,002
NORTH DAKOTA	571,552	582,680
OHIO	420,170	431,182
OKLAHOMA	784,538	740,527
OREGON	2,831,037	2,778,579
PENNSYLVANIA	492,893	508,129
PUERTO RICO	16,738	13,900
RHODE ISLAND	1,475	1,497
SOUTH CAROLINA	98,834	113,187
SOUTH DAKOTA	2,019,329	1,627,377
TENNESSEE	651,196	601,223
TEXAS	1,301,686	1,457,015
UTAH	8,146,654	8,626,041
VERMONT	135,081	133,329
VIRGINIA	1,465,504	1,474,192
VIRGIN ISLANDS	20,475	25,149
WASHINGTON	1,454,578	1,405,130
WEST VIRGINIA	797,407	813,276
WISCONSIN	734,987	[b]765,800
WYOMING	6,550,736	678,826
TOTAL	$103,425,423	$103,978,313

[a]Includes $1,284,402 paid from FY 78 and FY 79 funds.
[b]Includes $560,587 paid from FY 79 funds.



IV. BLM Operating Programs

IV. BLM OPERATING PROGRAMS

INTRODUCTION

The following sections summarize BLM's activities in fiscal year 1981. Activities occurring between the close of the fiscal year and the publication of this report will be summarized in the FY 82 report. Each program chapter has five parts: (1) a brief program description; (2) a progress report; (3) a description of public issues associated with the program; (4) a section on budget; and 5) a description of evaluations and audits completed, underway, or planned in FY 81. The FY 81 appropriation (see budget sections) is adjusted to include supplementals (including pay) and reprogramming. The funding figures for FY 82 do not include funds for "Common Program Services"; the funding figures for FY 79, 80, and 81 do. The appendix provides a brief description of the organizational structure of BLM.

A. Planning and Inventory Management

A.1. PLANNING AND INVENTORY MANAGEMENT

a) Program Description

The Federal Land Policy and Management Act (FLPMA) directed that BLM maintain an inventory of and develop land use plans for all public lands. To fulfill these requirements, BLM developed comprehensive resource management planning regulations which became effective on September 6, 1979. Since that time BLM has begun to develop procedures and processes to implement those regulations and provide for an orderly transition from its old planning system (Management Framework Plans) to its new system (Resource Management Plans). Additionally, BLM and the Department are considering a number of streamlining changes in the planning regulations to reduce planning costs, shorten planning timeframes, and make the planning system more responsive.

The new planning process is the core of BLM's resource management decisionmaking. It provides for interdisciplinary resource planning for the public lands and their resources. These plans form the basis for making decisions on the protection and management of critical areas and the allocation of public lands between uses or levels of use, including which lands:

- are acceptable for further consideration for coal leasing;
- will be available for oil and gas, oil shale, and other energy developments;
- are suitable for transfer to State and local entities.
- should be allocated for wildlife, wild horses, and domestic livestock use and what provisions are necessary for protecting the soil and vegetative cover;
- are available for timber production;
- should be recommended as suitable or unsuitable for the National Wilderness Preservation System;
- qualify for special attention as Areas of Critical Environmental Concern,
- will be available for off-road vehicle use;

All plans begun in fiscal year 1981 and thereafter will be developed under the new regulations. The regulations provide, however, for completing management framework plans already underway and in different states of development when the regulations were published. Accordingly, on December 3, 1979, a notice was published in the *Federal Register* indicating those portions of the new regulations that will apply to ongoing plans. This schedule was updated in a *Federal Register* notice on January 19, 1981. Additionally, BLM intends to make maximum use of the plan amendment process. Use of the amendment process with existing Management Framework Plans (MFPs) accelerates the response time of the planning process to new proposals, developments, or policies. This management tool will effectively meet energy proposals and program requirements that need immediate attention.

b) Progress Report

New planning regulations became effective on September 6, 1979, and BLM has focused on five pilot RMP efforts as a way to develop efficient operational procedures for implementing these regulations. With two years experience, major effort will be devoted in 1982 to the identification of additional timesaving steps and efficiencies for incorporation into the planning process.

For example, a possible amendment to the 1979 planning regulations is under consideration which would simplify and streamline the planning system for two primary reasons: 1) to reduce costs and the time necessary for planning, and 2) to make the planning system more responsive to immediate energy and other requirements.

BLM also prepared a set of draft Interim Guidelines for Resource Management Planning. This guidance is intended to assist field offices implement the planning regulations in an efficient and effective manner. The interim guidelines were reviewed by field offices and will be issued in final form in FY 82.

c) Issues

The primary issue concerning the BLM planning process in FY 81 was consideration of changes to improve the planning regulations and resource management process. A proposed amendment to clarify the consistency provisions and streamline the criteria for areas of critical environmental concern was published in the *Federal Register* on December 16, 1980. The director appointed a study group to review and evaluate the planning regulations issued in 1979 and the proposed amendment. That group recommended a number of changes which were proposed by BLM as amendments to the regulations on November 23, 1981. The changes, as discussed earlier, were for the purpose of streamlining the planning process, thereby making it more cost effective and responsive to management requirements.

Significant concern has been expressed over the need to integrate data and information collection and monitoring programs. The inventory coordination system was expanded to alleviate this concern.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Deputy Director, Lands and Renewable Resources

Field Administrators: State Directors

2) Authorizing Legislation

Federal Land Policy and Management Act of 1976, P.L. 94-579, 43 U.S.C. 1711, 1731, 1732, 1781; The Department of the Interior and Related Agencies Appropriation for Fiscal Year 1981, P.L. 96-514, 94 Stat. 2957; Federal Coal Leasing Amendments of 1976, P.L. 94-377; Naval Petroleum Reserve Production Act of 1976, P.L. 94-248, 43 U.S.C. 6501; Alaska National Interest Lands Conservation Act of 1980, P.L. 96-47, 94 Stat. 2371.

3) Funding

	1980	1981	1982 Planned
Authorization ($000's)	11,191	11,791	12,886
Appropriation ($000's)	11,340	16,000	8,544

4) Appropriation Structure

Title: Management of Lands and Resources

Activity: Planning and Data Management

Subactivity: Multiple Use Planning

5) Program Costs

	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Dollars ($000's)	12,999	15,600	14,897	8,544
Work Years	439	409	430	313

6) Performance

Work Units	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Transition Management Framework Plans	26	27	33	13
Preplanning Area Analysis	16	21	17	10
Planning Criteria	N/A	18	11	15
Management Situation Analysis	N/A	2	3	17
Alternative Development	N/A	2	1	10

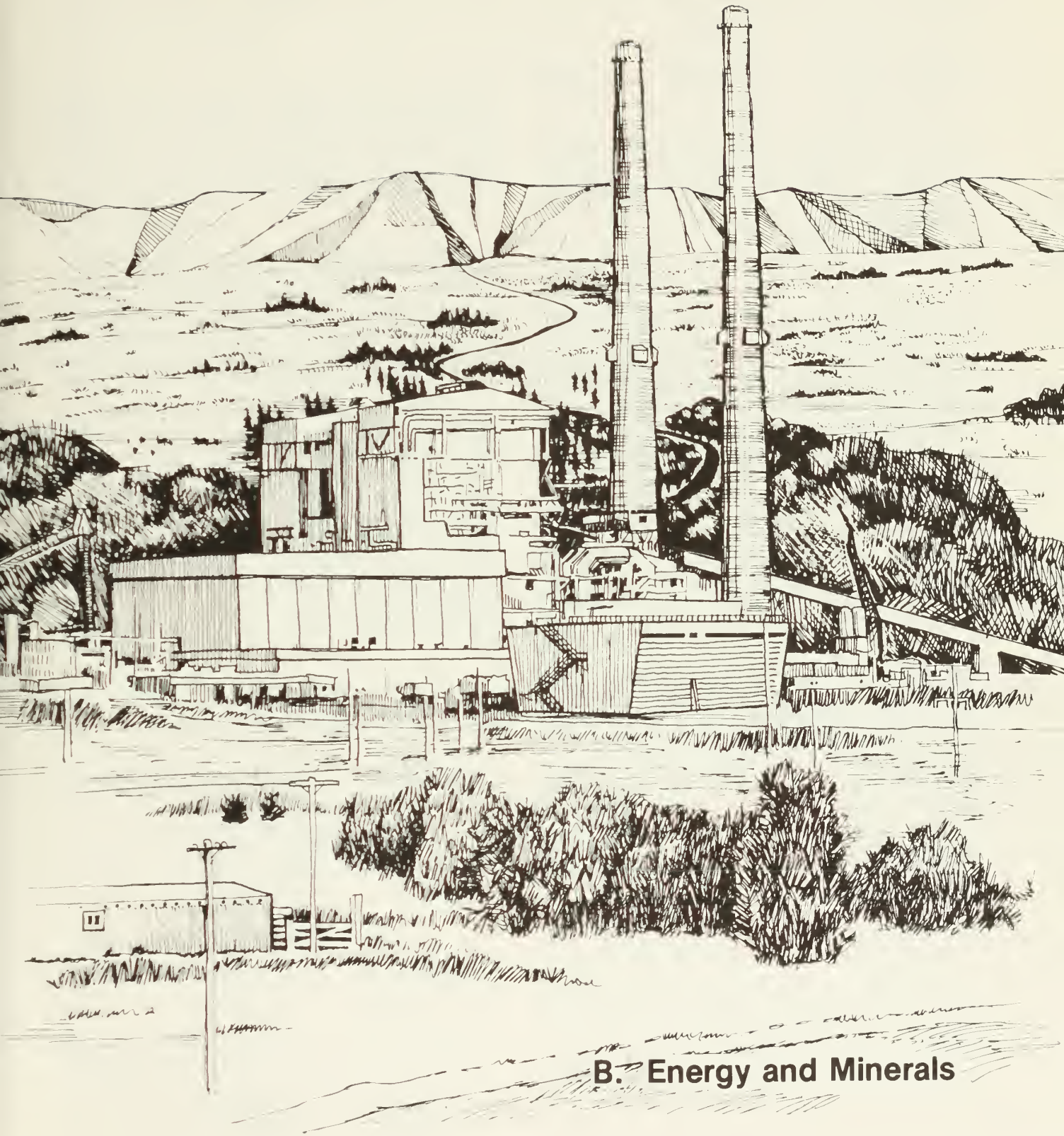
e) Evaluations Completed

Organization: Bureau of Land Management

Title and Date: Oregon State Office P&EC Functional, June 26, 1981

Major Findings: The evaluation disclosed one Oregon State Office (OSO) policy that is in error and will be highly counterproductive if continued (extra steps in decision process). Two areas were found where Bureauwide problems were well illustrated and recommendations focused on headquarters as well as OSO (line managers role in managing the planning process and filling the gap in National and OSO guidance for the NEPA process) The evaluation addresses two areas of equivalent concern to the State Director (public participation and consistency), and a recommendation in the public involvement area was made. Finally, some areas of confusion and inefficiency due to gaps in State Office activities were identified and recommendations made for each of these areas.

BLM Action: An Action Report was submitted by the Oregon State Office and approved by the Director. A followup to the evaluation is scheduled in FY 82.



B. Energy and Minerals

B. ENERGY AND MINERALS

B.1. Oil and Gas Leasing

a) Program Description

Under the terms of the National Leasing Act of 1920 and the Mineral Leasing Act for Acquired Lands of 1947, BLM is responsible for oil and gas leasing on about 520 million acres of public lands and national forests, acquired land, and private land where mineral rights have been retained by the Federal Government.

The Geological Survey (GS) estimates that the Nation's proven oil reserves amount to about 35 billion barrels, of which about 90 percent are onshore and 4.5 percent are on Federal lands. Total remaining recoverable gas reserves are estimated at 208 trillion cubic feet, of which 83 percent are onshore and 6.1 percent are on Federal lands.

The Mineral Leasing Act provides for both competitive and noncompetitive oil and gas leasing. The differences are described in the chart below. Roughly 97 percent of all Federal leasing is noncompetitive. Currently, the greatest activity in these leases is in Colorado, Montana, New Mexico, Utah, and Wyoming. Individual lessess are limited to a total lease acreage of 246,080 each for public land and acquired land (a potential total of 492,160 acres) in any State, except Alaska where lessees are limited to 300,000 acres in each of the two leasing Districts.

Noncompetitive Oil and Gas Leasing

	Noncompetitive Leases	Competitive Leases
Leasing Method	Over the counter (OTC) to the first qualified applicant. When these leases expire or otherwise terminate they are reoffered by lottery through the Simultaneous Oil and Gas Program (SOG).	Issued on a bonus bid basis[1]
Location	Outside a Known Geologic Structure (KGS)	Inside a Known Geologic Structure (KGS)
Size	Up to 10,240 acres	Up to 640 acres
Annual Rental	$1 per acre	$2 per acre
Lease Period	Ten years, but can be extended when production is established[2]	Five years, but can be extended when production is established[2]
Royalties on Production	12.5 percent on oil and gas	12.5 to 25 percent on oil, 12.5 to 16.66 percent on gas

[1]A bonus is the per-acre cash amount an applicant bids on a lease tract. The lease is issued to the applicant with the highest bonus bid.

[2]Can also be extended when other statutory conditions, such as drilling on the last day of the primary term of a lease exist.

b) Progress Report

In January 1981, the issuance of noncompetitive oil and gas leases was streamlined by making the need for prelease enviromental assessments unnecessary in most cases. To expedite reviews and reduce duplication of effort, prelease environmental analyses are to rely on relevant information in existing environmental reviews and land use plans to the maximum extent possible. Leases can then be issued without the onsite inspection usually necessary as a part of the environmental assessment process. Compliance with the National Environmental Policy Act will be accomplished primarily at the time plans for operation are received, rather that at the time the leases are issued. However, lease issuance may still be delayed if planning is incomplete.

Also in January, the responsibility for the ongoing investigation of criminal participation in oil and gas leasing was transferred from the BLM to the Office of the Inspector General (OIG). Procedures developed during 1980 by BLM's investigative task force, which added approximately six months to the time required to process a lease, have been eliminated or modified based on recommendations of the OIG and the U.S. Attorney. During 1981, the Secretary revoked the moratorium which had precluded noncompetitive leasing on 6.6 million acres of lands acquired for military purposes. In the three weeks following the opening of these lands, approximately 9,000 lease applications were received by BLM.

During 1981, the average lease size increased from 1,100 acres in 1980 to 2,158 acres in 1981. A total of 12,239 oil and gas leases involving 26 million acres were issued by BLM. This represents a ten percent increase in leases and a 120 percent increase in acreage over FY 80.

c) Issues

1) BLM, USGS, and the FS are developing procedures to streamline the processing of lease offers and applications for permit to drill.

2) Competitive leasing within the National Petroleum Reserve—Alaska and Certain non-North Slope areas are anticipated to be opened to noncompetitive leasing in FY 82.

3) The Department has proposed increasing the noncompetitive lease application filing fee to $75 (SOG and OTC), and the simultaneous oil and gas lease rental to $3 per acre per year beginning in the sixth year of the lease term.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Deputy Director, Energy and Mineral Resources

Field Administrators: State Directors

2) Authorizing Legislation

Federal Land Policy and Management Act, P.L. 94-579, 43 U.S.C. 1701 *et seq.*; Mineral Leasing Act, P.L. 66-146, 30 U.S.C. 226 *et seq.*; Mineral Leasing Act for Acquired Lands, P.L. 80-382, 30 U.S.C. 351 *et seq.*; The Department of the Interior and Related Agencies Appropriation for Fiscal Year 1981, P.L. 96-514, 94 Stat. 2957; Alaska National Interest Lands Conservation Act of 1980, P.L. 96-47, 94 Stat. 2371.

3) Funding

	1980	1981	1982 Planned
Authorization ($000's)	11,357	12,907	14,612
Appropriation ($000's)	9,965	16,901	17,553

4) Appropriation Structure

Title: Management of Lands and Resources

Activity: Energy and Minerals Management

Subactivity: Energy Onshore

Component: Oil and Gas

5) Program Costs

	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Dollars ($000's)	10,162	15,138	16,557	17,553
Work Years	427	357	496	563

6) Performance

	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Leases Issued	9,000	12,000	12,239	19,000
Development Plans Reviewed	-	4,500	5,447	4,950
Compliance Checks	11,300	12,500	9,725	14,050
Assignments	31,200	34,800	38,694	37,700
Simultaneous Oil and Gas Lease Applications Processed (in millions)	2	4.5	4.7	4.0

e) Audits/Evaluations Completed

Organization:	General Accounting Office (GAO)
Title and Date:	Actions Needed to Increase Federal Onshore Oil and Gas Exploration and Development, February 11, 1981 (EMD-81-40)
Major Findings:	GAO makes congressional and agency recommendations to open more Federal lands to mineral leasing, formulate a minerals policy for military lands, justify the use of surface protection stipulations, and improve the overall Federal oil and gas leasing and drilling permit programs.

BLM Action:	BLM felt that most of GAO's recommendations were consistent with the Bureau's position. However, BLM had reservations about a few of the recommendations. Land use planning decisions that close lands outright to oil and gas leasing are not prevalent. BLM will be looking at the extent restrictive and "no surface occupancy" stipulations are used. Regarding timeframes for completion of lease processing steps, BLM is studying this. The Bureau is also reviewing the recommended requirement to inventory lands closed by management decision to leasing.

f) Audits/Evaluations Underway

Organization:	General Accounting Office (GAO)
Title:	Evaluation of Eastern States Office — BLM's Management of Mineral Programs
Organization:	General Accounting Office (GAO)
Title:	Factors Affecting the Diligent Development of Onshore Oil and Gas on Federal Lands
Organization:	General Accounting Office (GAO)
Title:	Evaluation of Interior's Plans to Accelerate Leasing of Federal Onshore Oil and Gas Lands
Organization:	General Accounting Office (GAO)
Title:	The Effectiveness of Oil and Gas Regulations on Federal Lands in Alaska

g) Audits/Evaluations Planned

Organization:	Bureau of Land Management (BLM)
Title:	Evaluation of the Bureau's Oil and Gas Leasing Process

B.2. ENERGY ON THE OUTER CONTINENTAL SHELF

a) Program Description

The Outer Continental Shelf Lands Act of 1953, later amended in 1978, established Federal jurisdiction over approximately 1.1 billion acres of submerged lands on the continental shelf seaward of State boundaries. The Act charged the Secretary of the Interior with responsibility for administering mineral exploration and development on the Outer Continental Shelf (OCS). It also empowered the Secretary to formulate regulations so that provisions of the Act might be met. To carry out this mandate, the Secretary designated BLM as the administrative agency responsible for supervising leasing and the Geological Survey (GS) as the agency responsible for overseeing OCS exploration and development operations. In this role, BLM is responsible for providing orderly and timely development of OCS oil and gas resources, while protecting the environment, and assuring receipt of fair market value for offshore resources.

Since 1953, more than $40 billion in revenues to the Treasury has come from over 18,000 wells representing more than 3,700 leases. About 5 billion barrels of oil and 45 trillion cubic feet of gas have been produced. The OCS is expected to remain a vital source of oil and gas in the near future. While estimated known reserves total about 3.4 billion barrels of oil and 38.7 trillion cubic feet of natural gas, estimates of potential undiscovered recoverable resources run as high as 43.5 billion barrels of oil and 230.6 trillion cubic feet of gas.

During the past 25 years, the percentage of total U.S. production of oil and natural gas which originates in the Outer Continental Shelf has increased from less than 1 percent to about 9 percent for oil and 23 percent for gas. Until 1975, OCS leasing activity was confined almost entirely to the Gulf of Mexico and a small area in the Santa Barbara channel off Southern California. The growing national demand for oil and gas heightened the need for increased OCS development. In accordance with Section 18 of the OCS Lands Act Amendments, the Department of the Interior issued its first five-year OCS Oil and Gas Leasing Schedule in June 1980. This schedule is reviewed annually.

b) Progress Report

The five year leasing program through mid-1985 was approved in June 1980. As a result of the annual review of this five year schedule, the Department concluded that the 1980 program did not meet the needs of the Nation and that a new program should be prepared. In July 1981, a new proposed Five Year Program was announced. This proposal was transmitted to Congress, the coastal Governors, and the Attorney General, and published in the *Federal Register*.

Issuance of the new program has been delayed by the October 6, 1981, decision by the D.C. Circuit Court of Appeals requiring that additional analytical work be done before a proposed final Five Year Program can be transmitted to the President and

Congress. The Department expects that the Five Year Program will be approved in 1982.

The new proposed program announced in July includes planning areas on the OCS totalling 875 million acres, most of which will be open for bidding one or more times during the five year period January 1982 through December 1986. The proposed program differs from the June 1980 program as follows:

	June 1980 Approved Program	July 1981 Proposed Program
Total proposed sales	36	42
Reoffering sales	5	1
Proposed sales in:		
Alaska	10	16
California	4	5
Atlantic	6	6
Gulf of Mexico	11	14

The proposed program also schedules repeat sales (in the same planning area) at more frequent intervals than the 1980 program.

The enhanced pace of leasing will be made possible, in large part, by plans to streamline the presale planning process. The key components of the streamlined preplanning process revolve around the change from considering individual tracts to considering entire planning areas, and the change from reliance on the government to establish leasing areas to reliance on competitive market interests.

c) Issues

The crux of issues surrounding OCS development, particularly in frontier areas, is the required balancing of environmental risks and developmental benefits. Recently, this discussion has focused on the proposed five-year leasing schedule. Foremost among the areas of contention is the proper timing of OCS lease sales in Alaskan frontier areas. While industry would generally like to see faster leasing than has been proposed, environmental groups would like to see some of the Alaska sales delayed or indefinitely postponed and State officials have expressed timing concerns as well. At issue are: (1) sensitive biological resources and high biological productivity, especially in the southern Bering Sea; (2) the status of local coastal zone planning, especially in areas where little infrastructure currently exists: (3) effects of OCS development upon Alaska Natives, including subsistence resources; and (4) ability of technology to operate in harsh environments in Alaska, particularly in Arctic ice conditions.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Adminiatrator: Deputy Director, Energy and Minerals Resources

Field Administrators: Office Managers, OCS Offices in Anchorage, New York, New Orleans, and Los Angeles.

2) Authorizing Legislation

Outer Continental Shelf Lands Act of 1953, P.L. 83-212, 43 U.S.C. 1331-1343; National Environmental Policy Act of 1969, P.L. 91-190, 43 U.S.C. 4321, 4331-4335; Outer Continental Shelf Lands Act Ammendments of 1978, P.L. 95-372, 43 U.S.C. 1331 *et seq.*, 1801 *et seq.*; The Department of the Interior and Related Agencies Appropriation for fiscal year 1981, P.L. 96-514, 94 Stat. 2957; Alaska National Interest Lands Conservation Act of 1980, 96-47, 94 Stat. 2371.

3) Funding

	1980	1981	1982 Planned
Authorization ($000's)	70,165	75,475	81,060
Appropriation ($000's)	51,653	51,256	39,738

4) Appropriation Structure

Title: Management of Lands and Resources

Activity: Energy and Minerals Management

Subactivity: Energy Offshore

5) Program Costs

	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Dollars ($000's)	44,964	53,752	58,354	39,738
Work Years	329	352	311	243

6) Performance

Work Units	1980 Actual	1981 Planned	1981 Actual	[a]1982 Planned
Studies	96	92	93	60
Final Environmental Statements	3	5	5	6
Lease Sales	4	7	7	7

[a]Based on July 1981 proposed 5-year OCS oil and gas leasing schedule.

e) Audits/Evaluations Completed

Organization: General Accounting Office (GAO)

Title and Date: Issues in Leasing Offshore Lands for Oil and Gas Development, March 26, 1981, (EMD-81-59)

Major Findings: GAO found that despite significant increases in the 1970s for leasing of OCS oil and gas, accelerated leasing goals were not met. Two major factors affecting the achievement of these goals were environmental issues and limited industry interest. These controversial issues of the 1970s continue and may limit attainment of current plans for further increases in leasing through 1985. GAO recommends that Interior continue efforts to offer more land for lease and to streamline the leasing process.

BLM Action: The new proposed Five-Year OCS Leasing Schedule fully incorporates the streamlining concept recommended by GAO. In addition, an ongoing activity of the OCS program is to explore alternatives for leasing more of the tracts offered in a sale. BLM also agrees with GAO that the rationale for the withdrawal of offshore lands from leasing be reexamined.

f) Audits/Evaluations Underway

Organization: General Accounting Office (GAO)

Title: Evaluation of Interior's Accelerated OCS Leasing Program and Streamlined Leasing Procedures

B.3. COAL MANAGEMENT

a) Program Description

In the western United States as much as 60 percent of the coal resources is owned by the Federal Government, principally in the States of Colorado, Montana, New Mexico, North Dakota, Utah and Wyoming. By the end of FY 81, a total of 840,938 acres was covered by 575 leases containing an estimated 17.5 billion tons of Federal coal.

The current Federal coal management program utilizes a sequential process, emphasizing land use planning, surface owner consent, and activity planning for leasing. Comprehensive land use planning identifes areas that are environmentally acceptable for leasing, eliminating from consideration those areas that contain unique site-specific resource values that are clearly more significant than the coal resource. In addition, qualified surface owners are consulted during land use planning to determine whether a significant number have a preference againat surface mining. If so, the lands involved may be dropped from further consideration for leasing.

Activity planning follows completion of the land use plans and involves ranking and selection of a sufficient number of potential coal leasing tracts within the coal region to meet the regional leasing targets. A Federal/State Regional Coal Team is established in each region and is responsible for ranking and selecting tracts for recommendation to the Secretary for leasing. The Secretary makes his decision after a regional environmental impact statement is completed and each affected State is consulted.

Strong input from industry, other Federal agencies, State and local governments and the public is an essential and integral element of the program. The program also includes "leasing by application" within Federal coal regions under emergency conditions (e.g., where Federal coal would otherwise be bypassed) and outside Federal coal regions where regional competitive leasing is impractical. Other aspects of the program include processing of pending preference right lease applications (PRLA's), processing coal exploration license applications, and action on coal exchanges.

In FY 1981, a review of the program was initiated in response to the Secretary's call for examination of cumbersome and burdensome regulations. This review continues and its status is highlighted later in this section.

b) Progress Report

Through the "leasing by application" component of the program, seven lease sales were held and four new leases containing approximately 56.3 million tons were issued during the fiscal year. Three PRLAs covering an estimated 117 million tons were also issued.

Competitive lease sales were held during the fiscal year in three federal coal regions: the Green River-Hams Fork; the Unita-Southwestern Utah; and the Alabama Subregion of the Southern Appalachian Region.

- In January 1981, the first regional competitive lease sales were held on six tracts containing 87.9 million tons within the Green River-Hams Fork Federal Coal Region. High bids on the three Colorado and three Wyoming tracts totaled $1,740,427. The Colorado tracts included the first small business set-aside lease sale in the program. Two follow-on sales in April covered another 64.37 million tons, and preparations are underway for another follow-on lease sale to be held in FY 1982.
- Completion of land use and activity planning in the Unita-Southwestern Utah region culminated in the sale on July 30, 1981, of coal in five tracts containing an estimated 79.68 million tons. High bids totaled $4,710,335.
- In the Alabama Subregion of the Southern Appalachian Region six coal leases containing 37.7 million tons were sold on June 25, 1981, with total high bids of $180,536. Two of these tracts were Small Business Administration tracts. A decision was also made to hold the first lease sale under the "public bodies" provision of the Federal Coal Leasing Amendments Act.

In addition, Fort Union Region tract delineation was finished by September 3 and site-specific analysis by September 16. Activity planning is scheduled for completion in FY 82, with the sale scheduled for June 1983. The draft EIS for the Powder River Region was filed on July 21, 1981, and activity planning is continuing for an April 1982 sale. Activity planning in the San Juan Region is scheduled for FY 82.

BLM is continuing the investigation and resolution of cases of unauthorized removal of Federal coal in Alabama. One case was settled in 1981 through the payment of $520,000 plus interest to the United States. Lawsuits to recover monetary damages have been filed in six cases and administrative claims to recover more than $4 000,000 in nine other cases are in progress. BLM is continuing a program to identify potential coal trespass in the eastern states through the use of satellite imagery. BLM is also preparing Memoranda of Understanding with eastern States that would provide for the exchange of information that could be used to detect and resolve coal trespass in those States.

c) Issues

In January 1981, the Secretary asked the user industries, State Governments, and the public to identify regulations and procedures that hinder the responsible and efficient production of federal resources to meet national needs. In April, based on a review of the responses, the Secretary ordered a comprehensive review of the Federal coal management program to streamline the exisiting rules and make the leasing process more efficient. Critical issues were identified and analyzed and, from this analysis, draft rules were developed following an internal review within the Department of the Interior and review by Governors of the coal States.

Among the issues to be decided by the Secretary are the following:

- the process for eatablishing leasing levels and the role of the regional coal team in that process;
- the solicitation of coal resource data and indication of leasing interest from industry;
- the composition and application of the unsuitability criteria;
- the identification of areas for possible coal leasing; and
- the modification of the emergency leasing criteria.

Proposed rules reflecting the Secretary's decisions were published in late 1981.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Deputy Director, Energy and Mineral Resources

Field Administrator: State Directors, especially Colorado, Montana, New Mexico, Utah, Wyoming, and Eastern States

2) Authorizing Legislation

Federal Land Policy and Management Act, P.L. 94-579, 43 U.S.C. 1711, 1712, 1713; Mineral Lands Leasing Act, P.L. 66-146, 30 U.S.C. 181 *et seq.*, as amended, by Federal Coal Leasing Amendments Act of 1976, P.L. 94-377; and the Act of October 3, 1978, 92 Stat. 2073; Surface Mining Control and Reclamation Act of 1977, P.L. 95-87, 30 U.S.C. 1201-1328 es-

pecially 1251-1279; Department of Energy Act of 1977, P.L. 95-91, 42 U.S.C. 7152(b); Clean Air Act Amendment of 1927, P.L. 95-95, 42 U.S.C. 7401 *et seq.*, including P.L. 95-190; The Department the Interior and Related Agencies Appropriation for fiscal year 1981, P.L. 96-514, 94 Stat. 2957; Alaska National Interest Lands Conservation Act of 1980, P.L. 96-47, 94 Stat. 2371.

3) Funding

	1980	1981	1982 Planned
Authorization ($000's)	22,721	24,191	27,041
Appropriation ($000's)	22,380	29,300	17,757

4) Appropriation Structure

Title: Management of Lands and Resources

Activity: Energy and Minerals Management

Subactivity: Energy Onshore

Component: Coal

5) Program Costs

	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Dollars ($000's)	23,809	30,655	26,706	17,757
Work Years	364	485	398	359

6) Performance

Work Units	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Environmental Statements	5	14	3	6
Environmental Assessments	67	123	76	145
Trespass	9	24	9	6
Use Authorizations (Includes coal leases and exploration licenses)	168	220	236	191

e) Audits Completed

Organization: General Accounting Office (GAO)

Title and Date: Simplifying the Federal Coal Management Program, August 20, 1981, (EMD-81-109)

Major Findfngs: GAO found that development of coal under federal leases and processing of pending lease applications could be speeded up and the administrative burden on the Department of the Interior reduced — by simplifying many of the procedures for administering the leases and processing the lease applications. GAO made several recommendations aimed at recognizing: 1) the limitations that "real world" economic and geologic factors place on lessee ability to comply with existing procedures; 2) similar difficulties for the Department of the Interior in administering the regulations; and 3) opportunities to generally simplify and streamline present lease administration processes.

BLM Action: GAO's conclusion and recommendations are generally identical to those incorporated into the rulemaking being considered for the federal coal management program. These actions should streamline regulatory procedures and simplify information requirements for effective management of federal coal resources.

f) Audits/Evaluations Underway

Organization: General Accounting Office (GAO)

Title: Estimating the Fair Market Value for Coal Lease Tracts

B.4. OIL SHALE LEASING

a) Program Description

Efforts to develop oil shale have fluctuated greatly over the past 65 years. World War I prompted a flurry of claim staking under provisions of the Mining Law. During World War II, interest in oil shale resulted in the enactment of the Synthetic Liquid Fuels Act of 1944. Under the Act, the Bureau of Mines began developing extraction technology at Rifle, Colorado, and Laramie, Wyoming. Since then, private industry has taken over refinement and adaptation of technologies.

In 1974, BLM issued four oil shale leases—two in Utah and two in Colorado. The leases were issued as part of the Department's Oil Shale Prototype Leasing Program. One objective of this program was to issue a limited number of leases in order to stimulate the development of commercial oil shale technology by private industry. Another objective was to develop the environmental safeguards and management expertise in oil shale leasing and supervision necessary for a possible mature oil shale industry in the future.

The 25,000-square-mile Green River formation in northwestern Colorado, northeastern Utah, and southwestern Wyoming contains oil shale with a total estimated potential of almost two trillion barrels. Of the total area, 17,000 square miles are believed to have deposits 10 feet thick with an average yield of 25 or more gallons per ton, for an estimated 731 billion barrels of commercially developable shale oil, Approximately 83 percent of the formation is in Colorado, 9 percent in Utah, and 8 percent in Wyoming. Roughly 80 percent of this oil shale is on Federal land. The other 20 percent was transferred to private, State, or Indian ownership under the 1872 Mining Law which governed disposal of minerals on public land before 1920 when the Mineral Leasing Act provided new authority for leasing Federal oil shale lands. In the absence of commercial prospects, however, these lands were withdrawn from mineral leasing in 1930. Except for two special sales involving four tracts in 1974, there has been no leasing. In 1968, oil shale lands were withdrawn from location of other minerals under the Mining Law to preclude legal entanglements which the Mining Law of 1872 can generate.

b) Progress Report

Development of the two Colorado prototype leases is proceeding. The first test retort was ignited October 8, 1980 on tract C-a. Mine development is proceeding on tract C-b. Detailed development plans for tracts U-a and U-b in Utah, are in preparation. Development of the tracts will proceed when a court injunction is lifted.

Industry applications for Federal actions (access across public lands, Federal guarantees, leases of adjoining public lands) to facilitate development on private land have increased dramatically. BLM is now preparing several environmental impact statements (EISs) to facilitate this development and accommodate all such requests to allow industry to meet its development schedules. For example, the Colony project in Colorado is expected to start commercial production in 1985 as the Nation's first commercial oil shale operation. Chevron oil shale operations in Colorado will start shortly thereafter, with plans to be in full production by 1991. The EIS work has been completed on the Colony project and will begin shortly for the Chevron project. The Utah State Office is preparing a basin-wide EIS covering all such requests requiring their approval.

c) Issues

Legal issues continue to have an effect on oil shale leasing. The decision in the *Andrus* v. *Shell Oil* case set the legal standard for discovery of a valuable oil shale deposit, which has been applied by the Board of Land Appeals. In another case, which involves the assessment work provisions of the Mining Law and their effect on title to oil shale claims, the Supreme Court directed the lower courts and the Department of the Interior (DOI) to further clarify the issues. Interior's Board of Land Appeals has applied the Supreme Court's standard of "substantial compliance" with the assessment work requirement in *United States* v. *Bohine*. This decision, and the Board's decision on discovery, are pending before the U.S. District Court in Colorado.

Development of the fundamental technology of oil shale is well advanced, but still lacks testing at commerical scale. Nevertheless, a wide array of economic, environmental, and some technological uncertainties remain. DOI proposed legislation in 1981 concerning off-site waste disposal, lease size, and related issues in the belief that legal changes are necessary so that the flexibility to meet the challenges of development is maintained. This legislation is still under consideration by Congress. Experience to date suggests that the current maximum acreage of oil shale leases may be insufficient for commercialization in areas where shale deposits are relatively thin.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Deputy Director, Energy and Mineral Resources

Field Administrators: State Directors, Colorado, Utah and Wyoming

2) Authorizing Legislation

Federal Land Policy and Management Act, P.L. 94-579, 43 U.S.C. 1701, *et seq.*; Mineral Leasing Act of 1920, P.L. 66-146, 30 U.S.C. 181 *et seq.*, especially 241; The Department of the Interior and Related Agencies Appropriation for fiscal year 1981, P.L. 96-

514, 94 Stat. 2957; Alaska National Interest Lands Conservation Act of 1980, P.L. 96-47, 94 Stat. 2371.

3) Funding

	1980 Actual	1981 Actual	1982 Planned
Authorization ($000's)	910	930	1,046
Appropriation ($000's)	500	[a]4,523	3,616

[a]This figure includes $4,000 in oil shale supplemental received later in the fiscal year.

4) Appropriation Structure

Title: Management of Lands and Resources

Activity: Energy and Minerals

Subactivity: Energy Onshore

Component: Oil Shale

5) Program Costs

	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Dollars ($000's)	308	516	[a]1,809	3,616
Work Years	9	6	23	55

[a]Actual obligations as a result of oil shale supplemental totalled $4,431.

6) Performance

N/A

B.5. TAR SANDS LEASING

a) Program Description

Nationwide, tar sands resources represent two billion barrels of recoverable oil of the estimated 30 billion barrels of oil in place. Using present technology, a minimum of 100 to 200 million barrels can be recovered from sands by surface mining. The rest will probably require underground or *in situ* techniques for recovery. Over 90 percent of both the in-place and recoverable tar sands deposits occur in Utah. The five major tar sands areas are all principally on Federal lands, some of which are intermingled with State lands.

In 1960, Congress amended the Mineral Lands Leasing Act to provide the first specific authority for leasing tar sands and other solid and semisolid hydrocarbon substances. However, the authority was placed under Section 21 (oil shale), rather than Section 17 (oil and gas), resulting in legal and administrative ambiguity.

The Department of the Interior has not issued tar sands leases since 1965 because of the inability of geologists to physically distinguish tar sands from conventional oil prior to well completion. As a result, a legal conflict over lease rights can occur because of overlapping resource definitions and ownerahip of development rights. So far, there has not been a great deal of pressure on the Department of the Interior to resolve these conflicts because of the disappointing results from *in situ* recovery field testing. Recently, the economics of development have become more favorable, in part because oil prices have risen faster than estimated development costs.

b) Progress Report

On August 26, 1980, the Department decided to end the moraturium on tar sands leasing and begin immediately to prepare for leasing under Section 21 of the Mineral leasing Act. The objectives of this program are to provide a new and potentially significant source of energy to the nation while insuring the environmental integrity of development through safeguards and reclamation techniques that will be incorporated into the planning of a mature tar sands industry.

The Geological Survey has designated 11 areas of known tar sands deposits for leasing consideration. (See *Federal Register* Vol. 46, No. 13, January 21, 1981.) Initial leasing will probably be limited to two areas which are chosen on the basis of environmental safety and resource quality. Prior to leasing, an environmental impact statement will be completed on the proposal to lease certain areas and the alternatives to the proposal.

c) Issues

The Department of the Interior has supported legislation to provide for issuance of "combined hydrocarbon leases" under Section 17 of the Mineral Leasing Act as a means of facilitating the issuance of tar sands leases. The Combined Hydrocarbons Leasing Act of 1981 was passed October 29, 1981. In addition to the establishment of combined hydrocarbon leases, the Act allows the noncompetitive conversion into combined hydrocarbon leases of existing oil and gas leases upon presentation of an

acceptable plan of operations. However, all new combined hydrocarbon leases in areas designated as tar sands areas would be competitive. The lease term for conversions could run for up to 10 years. The Secretary will issue final regulations providing for lease conversion within six months of the effective date of the bill.

d) Budget and Performance Analysis

The Tar Sands program was funded as part of the Oil Shale program in FY 81.

B.6. GEOTHERMAL LEASING

a) Program Description

Some 60 percent of the known or potential geothermal resources of the Nation are on Federal land. Responsibility for the Federal government's overall geothermal effort is shared by the Departments of the Interior, Agriculture, and Energy. Within the Interior Department, BLM issues leases, prepares prelease environmental reviews, and collects rentals. The Geological Survey monitors and prepares environmental analyses of all post-lease exploration and development, identifies potential geothermal resources for competitive bidding purchases, assists in determining fair market value for use of the resources, and collects royalties.

Leasing within known geothermal resources areas (KGRAs) is based on competitive bonus bidding. Lands outside of known geothermal resources areas are leased to the first qualified applicant. All leases are for ten years.

California, Idaho, Nevada, and Oregon are the most promising States for future geothermal development. The Geysers Field, developed almost entirely on private land 80 miles north of San Francisco, already is one of the most dramatic and successful examples of geothermal technology in the world, providing residential electricity to over 800,000 people. Since leasing started in 1974, 134 wells have been drilled on Federal lands, and 67 have been found to be capable of producing commercial steam or hot water. All but 19 are now shut in pending construction of utilization facilities.

b) Progress Report

Over 3.5 million acres (2000 leases) have been leased noncompetitvely, and over 700,000 acres (400 leases) have been leased competitively. However, over one million acres have been relinquished or terminated since leasing began in 1974, primarily due to the legislated maximum acreage limitation per state.

In FY 81 two important measures were undertaken to accelerate the geothermal leasing program. The first of these was a review of existing regulations. Revisions have been drafted and will be proposed as a means of eliminating unnecessary, burdensome, and counterproductive regulations without sacrificing environmental goals. Second, a series of streamlining projects were cooperatively initiated between BLM, USGS, and USFS.

Four major interagency streamlining projects are nearing completion. They are as follows:

- Revise environmental review procedures. BLM developed detailed procedures for minimizing environmental review costs and time prior to lease issuance. Regulatory changes will be proposed in the *Federal Register* providing that, whenever possible, for noncompetitive leases, compliance with NEPA will be accomplished primarily at the time plans for operation are received, rather than at the time the leases are issued.
- Develop new BLM/FS/GS Memorandum of Understanding (MOU). The new MOU is expected to be signed in early FY 82. It stresses agency response times at each step of the leasing and permitting process. It also reduces paperwork and eliminates unnecessary coordination steps.
- Establish guidelines for use of special stipulations. A separate MOU has been drafted addressing the writing and use of special stipulations that are attached to leases. This MOU should be signed in FY 82.
- Establish a leasing schedule for FY 82. BLM and USFS field offices have submitted projected schedules. These schedules are being reviewed to assure conformance with Departmental directives.

The above projects are intended to eliminate the lease application backlog and offer all unleased KGRA parcals in FY 82.

c) Issues

A major issue involves the maximum acreage limitation per state. The current limitation of 20,480 acres has been a severe impediment to developers who generally require a stronger land position before investing the large amounts of capital needed for exploration. The Department has supported provisions in a number of bills that would raise the acreage limit but, as yet, none has been enacted.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Deputy Director, Energy and Mineral Resources

Field Administrators: State Directors, especially California, Nevada, and Oregon

2) Authorizing Legislation

Federal Land Policy and Management Act, P.L. 94-579, 43 U.S.C. 1701 *et seq.*; especially 1701, 1702, 1711, 1712; Geothermal Steam Act of 1970, P.L. 91-581, 30 U.S.C. 1001 *et seq.*; The Department of the Interior and Related Agencies Appropriation for fiscal year 1981, P.L. 96-514, 94 Stat. 2957; Akaska National Interest Lands Conservation Act of 1980, P.L. 96-47, 94 Stat. 2371.

3) Funding

	1980 Actual	1981 Actual	1982 Planned
Authorization ($000's)	2,563	2,653	2,872
Appropriation ($000's)	1,962	2,561	2,233

4) Appropriation Structure

Title: Management of Lands and Resources

Activity: Energy and Mineral

Subactivity: Energy Onshore

Component: Geothermal

5) Program Costs

	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Dollars ($000's)	1,870	2,707	2,194	2,233
Work Years	49	74	58	66

6) Performance

Work Units	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Competitive sales	4	9	4	17
Competitive leases issued	19	55	41	190
Noncompetitive leases issued	297	300	264	1,600
Power plant licenses	0	1	0	2
Post-lease actions	125	150	154	200
Nonelectrical use licenses	0	2	0	2

e) Audits/Evaluations Completed

Organization: General Accounting Office (GAO)

Title and Date: The Impact of Geothermal Development on Stockraising Homestead Landowners, April 16, 1981, (EMD-81-39)

Major Findings: GAO found that surface use and compensation conflicts have developed at the Geysers in California between landowners and geothermal lessees. The land involved is only a small portion of the total acreage in the Geysers and is not likely to affect the overall geothermal development in that area. However, resolution of conflicts could set a precedent and affect future geothermal development as well as other mineral development elsewhere. Several recommenda tions were made to the Secretary of Interior regarding these problems.

BLM Actions: BLM is considering a regulatory change that would require BLM to attempt to contact surface owners prior to offering or issuing leases. BLM will continue to encourage lessees to cooperate with surface owners regarding compensation for damages to crops and other tangible improvements.

f) Audits/Evaluations Planned

Organizations: Office of the Inspector General (OIG)

Title: Review of BLM Geothermal Program

B.7. NONENERGY MINERALS

a) Program Description

Since the early days of mineral exploration and development, the public lands have been the primary source of nonenergy mineral production in the United States. The Federal onshore mineral estate consists of approximately 822 million acres of public and acquired lands and lands that have been patented but in which subsurface mineral rights have been reserved by the Federal government. However, a considerable part of the public lands has been classified by various legislative or administrative actions that prohibit or restrict nonenergy mineral development.

Federal minerals are made available under four laws: by mining claim location under the Mining Law of 1872, by lease under the Mineral Leasing Act of 1920 and the Acquired Lands Act of 1947, and by sale under the Materials Sales Act of 1947. In the lexicon of public land management, they are often described as locatable minerals, leasable minerals, or salable minerals.

The Mining Law of 1872 encourages the search and discovery of hardrock mineral deposits on public lands by means of a location/patent system. The discoverer of a valuable mineral deposit has the right to acquire fee title to the acreage of a lode or placer claim. The rarity of hardrock minerals, the high-risk nature of exploration, and the national benefits derived from the discovery are all important elements in the self-initiation aspect of the 1872 Mining Law.

The Mining Law does not itself define a valuable mineral deposit. The Department, affirmed by the Supreme Court, defined it by "the prudent man rule" i.e., where minerals have been found and the evidence is of such a character that a person of ordinary prudence would be justified in the further expenditure of labor and means with a reasonable prospect of success in developing a valuable mine.

Until 1976, when the Federal Land Policy and Management Act (FLPMA) was passed, claimants generally filed their location notices and other claim records only with county clerks. As a result, the Federal government had no official record of the number, location, or identity of claims or claimants. FLPMA, however, requires a claimant to file with BLM a copy of the location notice and to file annually thereafter, with BLM, evidence that the claim is not abandoned.

FLPMA also requires that claims located prior to October 21, 1976, must have been recorded with BLM on or before October 22, 1979. By that statutory deadline, 1,087,376 mining claims were recorded with BLM. By 1981, over 1.4 million claims were recorded.

In addition to the leasing of energy minerals, the Mineral Leasing Act provides for both competitive and noncompetitive leasing of nonenergy minerals. Leases have a 20-year term, may cover a maximum of 2,560 acres, and can be renewed. Prospecting permits are issued prior to the issuance of noncompetitive leases and discovery of a valuable deposit entitles the permittee to a lease without competition. A variety of rental and royalty provisions apply, varying with the mineral involved. Unlike coal or oil and gas, there are no diligent development requirements under these leases.

The Materials Sales Act makes sand, gravel, and building stone available for commercial use. They are sold either competitively or noncompetitively. Some sales are made to individuals for exclusive rights to a site. Other sales are made for material from common use areas or community pits. Governmental agencies and nonprofit organizations may be granted such materials at no charge under a free-use permit.

In order to meet the policy expressed by Congress in Sections 102 and 103 of FLPMA, which require that BLM protect scientific values on the public lands and protect life and property from geologic hazards, a geology program was established in FY 78. This program is designed to give recognition to non-mineral geologic resources such as paleontology, groundwater, and geologic processes and features as well as to identify geologic hazards and mitigate their dangers. The program includes the inventory of the resources and hazards, protection of important geologic and paleontologic sites, protection of the public from geologic hazards, interpretation of geologic phenomena for the public and monitoring groundwater development and use.

On March 3, 1980, regulations (43 CFR 3802) were effected to "prevent impairment (from mining activities) of the suitability of lands under wilderness review for inclusion in the wilderness system." Provision is made for continuing mining operations which were in effect on October 21, 1976. These regulations affect about 24 million acres of land and are applicable to those minerals that are locatable under the mining laws. The Solicitor issued an opinion concerning "grandfathered" mining operations on October 5, 1981. The opinion defined "valid existing rights" to include a valid mining claim, an oil and gas lease, and a right-of-way authorization. Those rights created prior to October 21, 1976 may be exercised, with activities regulated to afford environmental protection. Nevertheless, even if such activities impair an area's suitability, they must be allowed to proceed.

b) Progress Report

Final regulations governing mining activity on other public lands (43 CFR 3809) became effective January 1, 1981. These regulations provide a procedure for miners to notify BLM of activity on mining claims and also establish standards for the conduct of mining activities, including reclamation.

Proposed regulations were issued on March 11, 1980 which would amend the trespass regulations (43 CFR 9230) to take care of the mineral trespass problem. The regulations will include a requirement that persons who trespass on Federal lands to extract leaseable or salable minerals without authorization will pay for damages to the mineral estate and either reclaim the Federal lands affected or pay for the reclamation of such lands. Final regulations will be issued in FY 82.

Over nine million acres of public lands have been inventoried for paleontologic resources as of FY 81. Within these inventoried acres, three internationally significant sites were identified, and a new species of dinosaur discovered. One highly significant geologic site was also identified. Two of these sites are now under special management plans. The other two sites will have plans developed in FY 82 or FY 83.

With the enactment of the National Materials and Minerals Policy, Research and Development Act, on October 21, 1980, BLM was brought into the national effort to "promote an adequate and stable supply of materials necessary to maintain national security, economic well-being and industrial production . . ." The Act, which reaffirms the provisions and requirements of the Mining and Minerals Policy Act of 1970, puts specific requirements on several departments of the Executive Branch.

To ensure that geology, energy, and mineral resources are fully considered in land use planning and other BLM decisionmaking processes, BLM established a program for geology and mineral assessment in FY 81. This program (effective in FY 82) will develop standards for the geology, energy, and mineral resource information necessary for land use planning and develop policy guidance for the consideration of mineral resource values in planning and decisionmaking. These activities will help assure that lands valuable for mineral resources are identified in a timely manner and properly considered in the development of land use plans, and thus are available for exploration and development as the market requires.

c) Issues

The availability of important nonfuel minerals has been overshadowed by the critical energy mineral problems since the 1973 oil crisis. However, the domestic shortage of many nonenergy minerals has produced an unfortunately similar dependence upon foreign supplies. Although many factors contributing to this foreign dependence are beyond the ability of BLM to influence, the resource potential of the public lands is an issue which BLM can address. BLM must ensure that it provides maximum opportunity for the explorational development of and access to mineral-rich public lands.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Deputy Director, Energy and Mineral Resources

Field Administrators: State Directors

2) Authorizing Legislation

Federal Land Policy and Management Act, P.L. 94-579, 43 U.S.C. 1701 *et seq.*; Mining Law of 1872, Revised Statutes 2318-21, 30 U.S.C. 21, *et seq* .; Mineral Leasing Act, P.L. 66-146 30 U.S.C. 181 *et seq.*; Materials Sales Act, P.L. 80-291, 30 U.S.C. 601 *et seq.*; The Department of the Interior and Related Agencies Appropriation for fiscal year 1981, P.L. 96-514, 94 Stat. 2957; Alaska National Interest Lands Conservation Act of 1980, P.L. 96-47, 94 Stat. 2371; Acquired Lands Leasing Act of 1947, 30 U.S.C. 351.

3) Funding

	1980 Actual	1981 Actual	1982 Planned
Authorization ($000's)	11,184	15,544	14,124
Appropriation ($000's)	8,430	9,776	7,782

FUNDING

	1980 Actual	1981 Actual	1982 Planned
MINERAL LEASING			
Authorization ($000's)	2,320	2,450	2,672
Appropriation ($000's)	2,050	2,172	1,533
MINING LAW ADMINISTRATION			
Authorization ($000's)	6,893	10,958	9,208
Appropriation ($000's)	4,310	5,247	4,457
MINERAL MATERIALS			
Authorization ($000's)	1,971	2,136	2,244
Appropriation ($000's)	2,070	2,357	1,792

4) Appropriation Structure

Title: Management of Lands and Resources

Activity: Energy and Minerals

Subactivity: Non-Energy Onshore

Components: Mineral Leasing, Mining Law Administration, Mineral Materials

5) Program Costs

	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Dollars ($000's)	8,573	9,582	9,401	7,782
Work Years	251	257	294	307

PROGRAM COSTS

	1980 Actual	1981 Planned	1981 Actual	1982 Planned
MINERAL LEASING				
Dollars ($000's)	755	2,322	1,723	I,533
Work Years	23	29	50	34
MINING LAW ADMINISTRATION				
Dollars ($000's)	4,181	5,048	5,249	4,457
Work Years	114	135	170	207
MINERAL MATERIALS				
Dollars ($000's)	3,638	2,212	2,429	1,792
Work Years	II4	95	74	52

6) Performance

MINERAL LEASING

Work Units	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Use authorizations	610	305	408	434
Environmental analyses and field exams completed	100	100	151	100
Compliance checks conducted	75	75	58	75

MINING LAW ADMINISTRATION

Work Units	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Plans of Operation Revised	-	-	-	450
Notices Reviewed	-	-	-	3,000
Mineral patent applications processed	190	190	200	190
Mining Claims Recorded	-	-	-	200,000
Environmental Analyses completed	380	356	226	384
Filings (other than mining claims)	988	3,365	3,059	3,453

MINERALS MATERIALS

Work Units	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Sales contracts issued	2,100	2,100	2,960	2,100
Trespass cases processed	50	50	47	50
Compliance checks conducted	1,100	1,100	1,673	1,100
Environmental assessments completed	560	560	425	569

e) Audits/Evaluations Completed

Organization: General Accounting Office (GAO)

Title and Date: Improvements in Department of the Interior Leasing of Potential Aluminum Resources are Necessary for More Timely Decisionmaking, September 10, 1981, (EMD-81-135)

Major Findings: GAO found that excessive and unnecessary delays in processing alunite prospecting permits and preference right lease applications in several western states have frustrated development of a potential domestic aluminum resource. The corrective measures being initiated by BLM for nonfuel mineral leasing may help, but being limited to BLM alone, do not address the larger question of cumulative evaluation or review of restrictive decisions as they affect an entire resource industry. This case reflects that forward-looking, anticipatory policymaking may be essential to effectively deal with new low-grade resources.

f) Audits/Evaluations Underway

Organization: General Accounting Office (GAO)

Title: Need for Legislative and Administrative Actions to Assure Availability of Nonfuel Minerals

Organization: General Accounting Office (GAO)

Title: Planning for Mineral Development in the California Desert Conservation Area

C. Renewable Resources

C. RENEWABLE RESOURCES

C.I. LIVESTOCK GRAZING MANAGEMENT

a) Program Description

The Bureau of Land Management administers grazing use by domestic livestock on 170 million acres of public rangelands in the 11 western States (exclusive of Alaska). Rangelands are lands on which the native vegetation is predominantly grasses, grasslike plants, forbs, or shrubs. Grazing permits are issued for up to ten years and authorize the annual grazing use by approximately 22,000 livestock operators.

In addition to the mandates in FLPMA, BLM's range-land management program is guided by the Taylor Grazing Act (TGA) of 1934 and the Public Rangelands Improvement Act (PRIA) of 1978. These Acts outline the following broad goals for the Bureau's programs in rangeland management and improvement:

- To regulate livestock grazing use of the public rangelands in order to achieve balanced use and sustained resource productivity.
- To protect the rangeland resources from degradation through sound land use.
- To make rangelands more productive through sound land use allocations among competing uses of vegetation and by making cost effective investment and management decisions.
- To make decisions in consultation, cooperation, and coordination with the lessee/permittees involved, the affected landowners, interest groups, individuals, and other agencies.
- To make sure that improvements in rangelands benefit all public land users.

The Bureau has conducted soil and vegetation inventories at varying intensities and with various techniques since it was created in 1946. By 1976, it was apparent that a uniform process was needed to standarize both 1) methods, and 2) the kind and amount of data collected, stored, and used in making decisions. After extensive review of current methods in use, the Soil-Vegetation Inventory Method (SVIM) was adopted in its present form in 1979. It has been in use for three field seasons.

b) Progress Report

Recent emphasis in the rangeland management program has evolved around the judgement of the District Court in the *Natural Resources Defense Council, Inc., et al.* v. *Rogers C.B. Morton, et al.* lawsuit which required BLM to prepare 144 site specific environmental impact statements (EISs) by 1988. BLM is essentially on schedule in meeting this order, having filed 50 EISs by September 30 1981. These EISs have addressed livestock grazing on 68 million acres of public lands in ten states; an additional 20 EISs, covering 26 million acres, will be completed in FY 82.

The 50 land use plans completed as of FY 81 reduced the authorized AUMs (grazing preference) by 24 percent. Because some livestock operators do not use their full authorization, the overall reduction in actual use, averaged over a five year period, was 14 percent.

The following changes were made to allotments in the 50 planning areas:

- 10 percent scheduled for increases in animal-unit-months (AUMs).
- 53 percent scheduled for decreases in AUMs.
- 37 percent scheduled for no change.

During the past two years, the National Academy of Sciences, under a contract with BLM, conducted six symposia focused on technological issues in rangeland management. These symposia brought together prominent scientists and researchers, in a workshop environment, with personnel from the BLM, FS, Soil Conservation Service (SCS), and other land management agencies. The Academy is now preparing summary reports for BLM's use in revising existing or developing new procedures and policies.

Authorized by Section 12 of PRIA, two Experimental Stewardship Areas, the Randolph Area in Utah and the Tonopah Area in Nevada, were eatablished in FY 81. These were added to the three existing areas, Challis, Idaho; East Pioneer, Montana; and Modoc-Washoe, California/Nevada. The two new areas are administered solely by BLM; the previous three are administered jointly by BLM and FS. In addition, numerous small projects are being evaluated with individual livestock operators. The focus of attention has been placed on opportunities for cooperative efforts between livestock operators and the concerned Federal and State agencies. Such cooperative efforts have been successful in resolving a number of conflicts.

By the end of FY 81, approximately 74 million acres of public land had been inventoried by the Soil-Vegetation Inventory Method (SVIM). This inventory is required to make initial decisions about land use and as a basis for monitoring studies. In FY 82 it is expected that an additional 16 million acres will be

inventoried, expanding the area covered to 90 million acres.

c) Issues

A major issue in FY 81 was the development of the new Rangeland Management Policy. The policy, still in draft form, is intended to be more efficient and cost effective in meeting the objective of managing livestock grazing to protect and improve rangeland condition and productivity. Part of the rationale behind the preparation of the draft policy was that inventory costs were very high when compared to the level of decisions being made. Another reason for the new policy was that the former use of production inventories as a basis for allocations had been challenged by various interest groups.

The main features of the new draft policy are as follows:

- The grazing portion of land use plans and related EISs will be prepared at a level more consistent with the existing data base and identified resource conflicts. Additional inventory and production data would be collected only as the need for such information is developed through the planning process. Soil and vegetation information would continue to be collected and used as a basis for all land use plans and as a benchmark to evaluate management actions.
- Allotments would be classified on the basis of their present condition, their potential for improvement, existing resource conflicts, adequacy of present management, and their potential for economic return on range improvement investments. This classification would then be used to set priorities for management and expenditures.
- BLM would have up to five years to phase in livestock adjustments needed to improve the condition of allotments. Throughout the adjustment period, allotments would be monitored to measure the effects of the adjustments and other management actions. As the condition of the allotment improved, decisions affecting grazing capacity and management programs would be revised accordingly.

Grazing fees collected for public land use remain an issue. The fee is calculated annually, using a formula provided in the Public Rangelands Improvement Act (PIRA). In 1981 the fee was $2.31 per Animal Unit Month (AUM), down from $2.36 in 1980. PRIA requires a joint BLM-Forest Service (FS) report evaluating the present fee structure and making recommendations for 1986 and subsequent years, by 1985.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Assistant Director, Renewable Resources

Field Administrators: State Directors, District Managers

2) Authorizing Legislation

Federal Land Policy and Management Act P.L. 94-579, 43 U.S.C. 1701 *et seq.* especially 1701, 1702 1711, 1712, 1751-1753; Taylor Grazing Act, P.L. 73-482, 43 U.S.C. 35; Public Rangelands Improvement Act, P.L. 95-514, 43 U.S.C. 1901. The Department of the Interior and Related Agencies Appropriation for Fiscal Year 1981, P.L. 96-514, 94 Stat 2957.

3) Funding

	1980 Actual	1981 Actual	1982 Planned
Authorization ($000's)	35,965	43,106	41,135
Appropriation ($000's)	37,360	44,955	35,620

4) Appropriation Structure

Title: Management of Lands and Resources

Activity: Renewable Resources

Subactivity: Range Management

Component: Grazing Management

5) Program Costs

	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Dollars ($000's)	34,715	44,039	41,679	35,620
Work Years	1,104	1,317	1,140	981

6) Performance

	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Grazing EIS's Completed (#)	15	17	13	19
Millions of Acres Inventoried	22.0	21.6	16.2	20.5
AMP's Implemented (#)	103	270	218	288
AMP's Supervised (#)	1,321	1,424	1,465	1,683
Grazing Permits Issued (#)	26,332	23,379	26,322	24,279

e) Evaluations Planned

Organization:	Office of the Inspector General (OIG)
Title:	Review of BLM Grazing Fees Determination, Billing, and Collection Procedures

C.2. Range Improvement

a) Program Description

The Range Improvement Fund, established by the Taylor Grazing Act in 1934, provides money for range improvement and maintenance from a designated portion of the livestock grazing fee receipts. This funding procedure was reaffirmed in 1976 with passage of the Federal Land Policy and Management Act (FLPMA). Congress again recognized the importance of these funds to improve rangeland conditions and amended the Taylor Grazing Act with passage of the Public Rangeland Improvement Act (PRIA) of 1978. The Act set a minimum of $10 million to be spent on range improvements regardless of the returns from grazing fees. Prudent rangeland investments are an effective and accepted means of meeting some of the objectives embodied in these mandates. Current BLM policy on this subject was outlined in March 1981, and is undergoing review by field personnel and interest groups prior to issuance of final guidance in FY 82.

The entire range improvement appropriation is being used for rangeland improvements to implement grazing management systems, wildlife habitat management systems, and watershed improvement and protection practices. With completion of land use planning and environmental impact statements (EISs), decisions are made concerning orderly restoration and improvement of the rangelands.

b) Progress Report

At present, BLM maintains about 35 percent of all rangeland improvements. Now the responsibility for maintenance will be assigned to those individuals directly benefitting from the improvement. The new policy will be phased in over a period of three years and is expected to save BLM $3.5 million each year. This money will be available to finance new improvements.

Range improvement funds must be spent in the District where they are collected. In FY 81 State Directors were given the authority to shift up to 50 percent of a given district's funds to other districts in any given year, when it is apparent that such a practice will provide maximum investment economy, meet prior commitments, or respond to critical resource problems. However, each district must receive its full entitlement over the five year period between 1982 and 1986.

c) Issues

A revised policy for using range betterment funds was proposed in FY 81. A recent report by the National Governor's Association was used in developing the proposed policy which will emphasize that range improvement funds be used primarily for on-the-ground improvement work. Under the proposed policy, money spent for such items as clerical support, reaource clearance, environmental assessment, acquisition of water rights, easements, studies, or removal of wild horses or burros will come from other funds.

Currently BLM investments in range improvements are based on objectives outlined in each EIS, a cost-benefit analysis, and the appropriateness of investments in individual cases. In FY 82 BLM will develop criteria to be used to make decisions about renewable resource investments. Interim procedures will be used in the meantime. Other issues associated with improvements include defining the proper uses of funds appropriated by Congress pursuant to FLPMA and PRIA, and establishing BLM/operator maintenance responsibilities for existing and future improvements.

d) Budget and Performance Analysis (Range Improvement)

1) Administrative Responsibility

Program Administrator: Assistant Director, Renewable Resources

Field Administrators: State Directors, District Managers

2) Authorizing Legislation

Federal Land Policy and Management Act, P.L. 94-579, 43 U.S.C. 1701 *et seq.* especially 1701, 1702, 1711, 1712, 1751-1753; Taylor Grazing Act, P.L. 73-482, 43 U.S.C. 315; Public Rangelands Improvement Act, P.L. 95-514, 43 U.S.C. 1901. The Department of the Interior and Related Agencies Appropriation for Fiscal Year 1981, P.L. 96-514, 94 Stat 2957.

3) Funding

	1980	1981	1982 Planned
Authorization ($000's)	N/A	N/A	N/A
Appropriation ($000's)	10,620	13,117	13,500

4) Appropriation Structure

Title: Range Improvements

Activity: Range Improvements (Public Land, Land Utilization)

Subactivity: Range Improvements

Component: Grazing Management

5) Program Costs

	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Dollars ($000's)	11,055	13,500	12,326	13.500
Work Years	295	250	226	178

6) Performance

Work Units	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Developed				
Water Facilities	387	370	779	908
Miles of Fence	459	500	690	881
Management Facilities	121	100	159	150
Projects Surveyed & Designed	1,066	1,080	1,828	1,797
Maintained				
Water Facilities	1,633	1,600	1,978	1,571
Miles of Fence	848	1,000	724	406
Management Facilities	201	200	166	102

e) Audits/Evaluations Underway

Organization:	General Accounting Office (GAO)
Title:	Evaluation of the Public Rangeland Improvements, Process, Costs, and Benefits

C.3. SOIL, WATER, AND AIR

a) Program Description

Protection and management of the soil, water and air resources of the public lands are basic responsibilities of BLM and are central to both the short range and long-term objectives of BLM programs. Increased environmental awareness and concern for these resources resulted in several new laws and executive orders in the last decade, among them the Federal Water Pollution Control Act Amendments, Safe Drinking Water Act, Clean Water Act, Colorado River Salinity Control Act, Clean Air Act, and the National Environmental Policy Act.

The program also supports studies and research of water quality and quantity, air quality, erosion, and watershed practices to improve the effectiveness of BLM's management of the soil, water, and air resources associated with public lands.

There are an estimated 95,000 current water sources on public lands that must be identified, quantified, and protected to ensure the continuation of a wide array of authorized public land uses dependent upon water. The soil, water, and air management program provides BLM with the capability

to inventory and conduct field investigations to identify and quantify water uses on the public lands.

b) Progress Report

In the past fiscal year, 13.8 million acres of soils were inventoried. Almost six percent of the total workload in water use identification and quantification faced by BLM is now complete.

BLM inventories and monitors climate, meteorology and air quality to support mulitple use planning, prescribed burning, rangeland management, and other programs.

As a participant in the National Atmospheric Deposition Program (NADP) and the National Acid Precipitation Assessment Plan, the air resource program operates acid rain monitoring stations in eight western states. These stations have provided data essential for the development of national acid precipitation maps to determine the impacts of acid deposition in the western U.S.

c) Issues

The slowness of BLM's water inventory process is a major concern of BLM and some western States. Systematically inventoried water use and water source information is necessary to responsibly meet court-imposed water right adjudication schedules. If BLM is unable to prepare its water filings on time it delays the process for others and BLM stands to lose the use of water necessary for increasing the productivity and supporting use of public lands and resources. In recent years, the need for BLM to protect not only the surface water, but also groundwater has become increasingly important.

Air quality issues are primarily centered around the Clean Air Act requirements for the Prevention of Significant Deterioration (PSD) of air quality and the impairment of visibility in Class I areas. Allocation of increments of allowable air quality deterioration influence the future industrial development within a State, particularly energy and mineral development. To make possible full development of energy and mineral resources on public lands, an adequate share of the air quality increment must be available. Presently, states allocate air quality increments, on a first-come—first-served basis. Therefore, BLM planning and program activities must coordinate with States to assure that these needs are properly considered by the state.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Assistant Director, Renewable Resources

Field Administrators: District Managers

2) Authorizing Legislation

Federal Land Policy and Management Act. P.L. 94-579, 43 U.S.C. 1701 *et seq.* especially 1701, 1702, 1711, 1712; Taylor Grazing Act, P.L. 73-482 43 U.S.C. 315; Soil Conservation and Domestic Allotment Act, P.L. 74-46, 16 U.S.C. 590a; Clean Air Act, P.5. 6O4, 42 U.S.C. 1857; Federal Water Pollution Control Act P.L. 95-514; 43 U.S.C. *et seq.* especially 1252, 1323; Public Rangelands Improvement Act, P.L. 95-514, 43 U.S.C. 1901. The Department of the Interior and Related Agencies Appropriation for Fiscal Year 1981, P.L. 96-514, 94 Stat 2957.

3) Funding

	1980 Actual	1981 Planned	1982 Planned
Authorization ($000's)	24,405	25,360	29,763
Appropriation ($000's)	18,189	22,073	16,932

4) Appropriation Structure

Title: Management of Lands and Resources

Activity: Renewable Resource Development and Management

Subactivity: Soil, Water and Air Management

5) Program Costs

	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Dollars ($000's)	20,717	25,200	20,599	16,932
Work Years	335	343	397	296

6) Performance

Work Units	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Millions of acres inventoried	20.9	22.8	18.9	34.1
Studies conducted	540	438	455	876
Water use identificaton and quantification	1,667	4,635	5,929	3,942

C.4. FOREST MANAGEMENT

a) Program Description

Approximately 90 million acres of the land under BLM's jurisdiction, is forest land. Most of this (64 million acres) is in Alaska where timber development has been deferred until State selection, native claims, withdrawals, and other dispositions are completed. At present, most of the land in Alaska is difficult to harvest because of the lack of transportation and distance to markets. Of the remaining 26 million acres of forest land outside of Alaska, 5 million acres are capable of producing high quality commercial timber in quantities sufficient to warrant intensive management.

The remaining 21 million acres, called "woodlands," are covered with open-grown stands of widely scattered trees. Historically, these lands have not been considered valuable commercially, although they do produce posts, poles, Christmas trees, and fuelwood. Woodlands are managed less intensively than commercial timber lands. Among the objectives of woodland management is controlling insects, disease, and trespass; and providing wildlife habitat, livestock grazing, and soil stabilization.

By far the most valuable of the timber lands managed by BLM are the 2.4 million acres in western Oregon known as the "Oregon and California (O&C) railroad grant lands" and the "Coos Bay Wagon Road (CBWR) grant lands." They were originally granted to private ownership in the 1800's for railroad and wagon road development but were returned to the Federal government when the developers failed to meet the terms of their land grants. Among the most productive forests in the country, these lands produce about 91 percent of the total board feet annually harvested from BLM forests. The timber produced on BLM lands outside of western Oregon is important to many small western communities, although it is not significant nationally.

b) Progress Report

BLM is currently updating land use and timber management plans for the 5 million acres of high-product-value timber lands under its jurisdiction. This process includes the preparation of Environmental Impact Statements for the major forested areas in western Oregon, northern California, and northern Idaho. The first of these new plans, the Josephine Unit in southwestern Oregon, was adopted in 1979. The new plan for the Jackson and Klamath Units, also in southwestern Oregon was adopted in May 1980 and is the second of nine plans scheduled to be developed for these States by 1982. The new plan for Ukiah, California, was adopted in June 1981.

Final Environmental Impact Statements for two other units, (South Coast and Curry in Oregon, and North Idaho in Idaho) have been circulated for public comment. Plans for these units are scheduled for completion in 1982.

Oregon's program to increase sale offerings of logging residues continued in FY 81. The entire backlog of residue on cut-over areas was made available for sale, and new sales continue to be held as residue becomes available.

c) Issues

Proposals to set aside timberlands for purposes that do not allow logging and consequently reduce the timber harvest continues to be a major issue. While BLM expects this issue to be raised over and over as land use plans are developed, current controversy is focused on the timber management plan for the Coos Bay, Oregon District. BLM, through its planning process has developed and analyzed a range of alternative land use allocations, with resulting timber harvest levels both above and below the current level.

Use of chemical herbicides is still a controversial aspect of forest land management. BLM's current policy is to use nonchemical methods for vegetation control where feasible, and to observe strict safety precautions where chemicals are applied. The relative costs of chemical and nonchemical control methods continues to be an issue.

Because of the currently depressed lumber market, BLM's timber sale contract extension policy has come under close scrutiny. Although BLM has traditionally maintained a firm position against extending contracts due to market fluctuations, that policy is

being reviewed. Factors important to the decision include fairness to all bidders, discouragement of speculative bidding, flow of income to the O&C Counties, and disruptive effects of delayed harvest on BLM's reforestation program.

Another issue is funding of the forest management program on the O&C and CBWR lands. Under present procedures, annual budget authority is based upon timber sales receipts for the current fiscal year. Therefore, annual activity plans are based on an estimate of the coming year's receipts while funding is actually on a month by month basis. In a year like FY 81 when receipts were less than anticipated, adjustments had to be made as receipt shortfalls became apparent. This disrupted program continuity and made planning difffcult. The appropriation for FY 82 addresses this problem by providing that O&C and CBWR programs be funded from the general treasury rather than remaining dependent upon monthly timber sales receipts.

Changing energy needs have drawn attention to BLM's 21 million acres of woodlands that do not produce commercial sawtimber and other manufactured products. These lands contain an estimated 200 million cords of firewood or the energy equivalent of 761 million barrels of fuel oil. In addition to energy sources on woodlands, residues from timber harvesting on commercial lands have significant energy potential. Demand has increased dramatically for fuelwood from these lands, both for personal and commercial use. In many areas, improved inventories and economic, social, technological, and environmental studies are needed, however, before program expansion can be effectively administered.

d) Budget and Performance Analysis: Forest Management (O&C)

1) Administrative Responsibility

Program Administrator: Assistant Director, Renewable Resources

Field Administrators: Oregon State Director, District Managers, Salem, Eugene, Coos Bay, Roseburg, and Medford, Oregon

2) Authorizing Legislation

Conservation of Timber on Certain Lands in Oregon Act of 1937, P.L. 75-405, 43 U.S.C. 1181; Federal Land Policy and Management Act, P.L. 94-579, 43 U.S.C. 1071 *et seq.* especially 1701, 1702, 1711, 1712. The Department of the Interior and Related Agencies Appropriation for Fiscal Year 1981, P.L. 96-514, 94 Stat 2957.

3) Funding

	1980 Actual	1981 Actual	1982 Planned
Authorization	N/A	N/A	N/A
Budget Authority ($000's)	35,968	34,476	42,090
Appropriation ($000's)	35,968	34,476	42,090

4) Appropriation Structure

Title: Oregon and California Grant Lands

Activity: Renewable Resource Management

Subactivity: Timber Management and Timber Development

Components: Forest Management, Western Oregon; Forest Development

5) Program Costs

	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Dollars ($000)	35,948	43,200	32,208	42,090
Work Years	915	1,308	1,160	880

6) Performance

Work Units	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Timber Sold (MBF)	1,137,700	1,095,275	1,083,200	961,000
Acres Reforested	26,900	33,260	28,240	21,888
Land Treatment (acres)	38,410	33,950	23,493	19,830
Thinning (acres)	2,972	12,300	4,093	9,523

e) Budget and Performance Analysis: Forest Management (Management of Lands and Resources)

1) Administrative Responsibility

Program Administrator: Assistant Director, Renewable Resources

Field Administrators: State Directors, District Managers

2) Authorizing Legislation

Federal Land Policy and Management Act, P.L. 94-579, 43 U.S.C. 1701 *et seq.* especially 1701, 1702, 1711, 1712; The Department of the Interior and Related Agencies Appropriation for Fiscal Year 1981, P.L. 96-514, 94 Stat. 2957; Material Sales Act of 1947, P.L. 80-271, 30 U.S.C. 601

3) Funding

	1980 Actual	1981 Actual	1982 Planned
Authorization ($000's)	8,992	9,382	10,121
Appropriation ($000's)	9,000	9,564	8,170

4) Appropriation Structure

Title: Management of Lands and Resources

Activity: Renewable Resources and Protection

Subactivity: Forest Management

Components: Public Domain Lands and Western Oregon Lands

5) Program Costs

	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Dollars (000's)	8,697	9,000	9,310	8,170
Work Years	292	300	246	181

6) Performance

Work Units	1980 Actual	1981 Planned	1981 Actual	1982 Planned
MBF Timber Sold	90,000	90,000	99,098	90,000
Acres Reforested	1,576	1,967	2,181	2,000
Land Treatment (acres)	1,206	708	2,840	450
Thinning (acres)	2,001	1,587	1,767	363

f) Audits/Evaluations Completed

Organization: General Accounting Office (GAO)

Title and Date: Better Data Needed to Determine the Extent to Which Herbicides Should be Used on Forest Lands

Major Findings: The use of herbicides has become a public controversy and in some cases the use restricted. Serious information gaps exist relating to the costs of vegetative management methods and their relative effectiveness. GAO recommends a number of actions to strengthen the vegetative management decisionmaking process.

BLM Action: BLM generally concurred with the GAO recommendations. BLM has taken steps to increase the use of nonchemical trial projects. BLM has also developed pretreatment and posttreatment survey procedures to be used for each tract where vegetative control is proposed in order to increase information on effectiveness.

g) Audits Planned

Organization: Office of the Inspector General

Title: Review of Procedures for Sale and Collection of Revenues from Timber on O&C Lands

C.5. WILDLIFE

a) Program Description

The Bureau of Land Management manages extensive and diverse habitat for hundreds of wildlife species. These resources are prized for their recreational, scientific, educational, social, economic, cultural, subsistence, and esthetic values. Some 68 federally listed threatened and endangered plant and animal species have been identified on the the public lands. Endangered species legislation passed in the late 1960s and 1970s added a new dimension to management of the Nation's wildlife by providing a means for conserving and managing ecosystems essential to plants and animals in danger of extinction.

Working with State wildlife agencies, BLM carries out its mission of managing fish and wildlife habitats on the public lands and the Outer Continental Shelf by ensuring that wildlife needs are considered in all land-use planning and decisionmaking. BLM has executed memoranda of understanding and nu-

merous cooperative agreements with 14 western States and one State in the East. To summarize these arrangements, the States are responsible for wildlife population management, while BLM is responsible for managing the habitat on public lands. By protecting and improving habitat on public lands, BLM helps compensate for population losses caused by declining habitat on private lands. The interdependence of habitat and population management makes the close coordination between BLM and States a critical element in BLM's wildlife management program.

The Federal Land Policy and Management Act (FLPMA) recognized wildlife as one of the principal uses of the public lands. It also further increased BLM's authority, as well as its responsibility, to manage, protect, and enhance wildlife resources. Since the passage of FLPMA in 1976, BLM has increased its effort to inventory, plan for, and implement on-the-ground management and use of terrestrial and aquatic wildlife habitat.

b) Progress Report

Special attention was focused in 1981 on several key wildlife management activities, among them:

- *Bighorn Sheep Restoration and Management.* Continued population and habitat monitoring of management efforts to reintroduce desert bighorn sheep into historic ranges in Arizona, Colorado, Nevada, New Mexico, and Utah are underway. Implementation of management programs on key Rocky Mountain bighorn sheep habitats in two other States (Idaho and Wyoming) are continuing.
- *California Desert Wildlife Management.* BLM is implementing a dert-wide management plan for 25 million acres of the California Desert which includes the management and protection of desert wildlife.
- *Tule Elk Restoration in California.* BLM continued to cooperate closely with the California Department of Fish and Game and others to successfully restore Tule Elk populations to a viable level and preventing their becoming a threatened or endangered species. In accordance with the 1976 joint resolution regarding Tule Elk, annual reports were completed and presented to Congress.
- *Inventory and Planning.* BLM inventoried almost 35 million acres of wildlife habitat, completed 63 wildlife Habitat Management Plans and revised 38, and completed over 9,200 wildlife studies and research projects.
- *Habitat Improvement.* BLM accomplished some 15,000 acres of vegetation manipulation through seedings, plowing, burning, and other methods; 4,130 project surveys and designs; and 210 miles of protective fencing. Some 375 new water facilities were installed, and maintenance was provided for approximately 1,000 acres of vegetation, 320 water facilities, 240 miles of fence, and 250 management facilities.
- *Sikes Act Cooperation.* Increased attention was given to implementing cooperative, BLM-State wildlife agency wildlife conservation and rehabilitation programs under Sikes Act authority. Most of this effort involved wildlife habitat improvement in Habitat Management Plan (HMP) areas. BLM and 14 State agencies have prepared 180 HMPs to improve management on 26.7 million acres of habitat and 1,000 miles of stream.

BLM is a full participant in 18 interagency teams working to increase endangered species populations to the point where they can be removed from the endangered species list. In addition, BLM completed over 100 consultations with the Fish and Wildlife Service and National Marine Fisheries Service in 1981 regarding proposed actions with potential impacts on threatened or endangered species and their habitats.

c) Issues

Conflicts between the preservation of wildlife habitats and endangered species and the ever-increasing demands for commodities like water, energy, timber minerals, and red meat continue to be the major issues affecting the wildlife program.

For example, accelerating plans for coal and other types of energy development could threaten some wildlife habitats in high value energy areas. BLM attempts to minimize adverse impacts to wildlife habitat from the development of such commodities while allowing the development to proceed.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Assistant Director, Renewable Resources

Field Administrators: District Managers

2) Authorizing Legislation

Federal Land Policy and Management Act, 43 U.S.C. 1701 *et seq.* especially 1701, 1702, 1711, 1712, P.L. 94-579; Taylor Grazing Act, 43 U.S.C. 315, especially 315 (h), P.L. 73-482; Endangered Species Act, 16

U.S.C. 1531 *et seq.* especially 1533, 1535-36, P.L. 93-205; Sikes Act, 16 U.S.C. 6700 P.L. 95-420; Public Rangelands Improvement Act, 43 U.S.C. 1901, P.L. 94-512; The Department of the Interior and Related Agencies Appropriation for Fiscal Year of 1981, P.L. 96-514, 94 Stat. 2957; Joint Resolution Regarding Tule Elk, 16 U.S.C. 673. Executive Order 11988 (42 FR 26951; May 25, 1977), Floodplain Management; and Executive Order 11990 (42 FR 26961; May 24, 1977), Protection and Management of Wetlands; Alaska National Interest Lands Conservation Act of 1980, P.L. 96-47, 94 Stat 2371.

3) Funding

	1980 Actual	1981 Planned	1982 Planned
Authorization ($000's)	25,840	29,928	28,717
Appropriation ($000's)	16,380	20,193	14,778

4) Appropriation Structure

Title: Management of Lands and Resources

Activity: Renewable Resources and Protection

Subactivity: Wildlife Management

5) Program Costs

	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Dollars ($000's)	16,561	19,793	18,901	14,778
Work Years	463	463	480	373

6) Performance

Work Units	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Million of acres inventoried	57.9	37.4	35.3	41.7
Miles of Stream inventoried	3,399	2,800	2,551	1,800
New HMPs prepared and revised	72	109	101	30
Thousands of acres of wildlife habitat improved	3.5	6.3	6.3	5.0
Miles of stream habitat improved	348	400	400	320

e) Audits/Evaluations Completed

Organization: General Accounting Office (GAO)

Title: National Direction Required for Effective Management of America's Fish and Wildlife, August 24, 1981, (CED-81-107)

Major Findings: GAO found that Federal land managing agencies were experiencing problems managing fish and wildlife. They recommended that the Secretaries of Interior and Agriculture take action to provide national direction for more effective management of America's fish and wildlife.

BLM Action: GAO recommendations were directed at FWS. BLM, however, felt that the utility of the report was badly undermined by preconceived opinions and rejection of facts at hand. The report does not recognize the Bureau's rapid growth, capability, and accomplishments in wildlife management.

D. Heritage Programs

D. HERITAGE PROGRAMS

D.1. RECREATION MANAGEMENT

a) Program Description

The primary objectives of BLM's recreation program are to manage and protect public land resources that are used for recreational activities, such as off-road vehicle (ORV) sport, river rafting, hiking, camping, hunting, and fishing, and to aid visitor enjoyment and safety by informing the public about the values and uses of the public lands.

Many recreational resources, such as rivers, trails, and roadless areas, often have national, as well as regional or local significance. As part of its multiple-purpose planning process, BLM evaluates the significance of such areas to ensure that they are effectively managed. In some instances, this provides information for designating them as part of national systems such as wild and scenic rivers, or scenic, recreation and historical trails.

Nearly all of the public lands managed by BLM are open to recreational use. Areas with specially recognized recreational values include:

- California Desert Conservation Area with 12 million acres of public lands;
- 108 recreational rivers with over 4,000 miles suitable for floatboating or whitewater use. Thirteen rivers—the Rio Grande, North Fork American, Upper Missouri, Rogue, Beaver, Birch Creek, Delta, Fortymile, Gulkana, Unalakleet, Eel, Trinity, and Klamath —are designated as National Wild and Scenic Rivers. Twenty-two more rivers are currently being considered for inclusion in the system. An additional 1,000 streams also possess recreation values, primarily for sport fishing;
- 17 designated components of the National Trail System with nearly 1,900 miles under BLM management;
- Three National Conservation Areas—Steese, Alaska; California Desert and King Range, California; and one National Recreation Area-White Mountains, Alaska;
- Over 900 areas with wilderness characteristics totalling nearly 24 million acres (subject to interim management pending final wilderness designation decisions);
- 86 areas with special, unique, or unusual recreation values; and
- 463 developed recreation sites;

A major recreational activity on the public lands is the use of ORV's, motorcycles, minibikes, trail bikes, snowmobiles, dune buggies, all terrain vehicles, and others. The widespread use of such vehicles began in the late 1960's, and has risen to over 8.7 million visitor days annually. BLM recognizes ORV use as a legitimate recreational activity; however, since they are frequently in conflict with other recreation activities and resource uses (range, wildlife, cultural, etc.), BLM designates public lands as open, closed, or limited to ORV use.

The Federal Land Policy and Management Act, the National Environmental Policy Act, and a number of other Statutes and Executive Orders require BLM to assess the visual impacts of proposed activities on the public lands and to adopt measures to minimize the adverse visual impacts of these activities. BLM's Visual Resource Management Program is responsible for ensuring that this aspect of the agency's multiple use management mandate is met. This includes inventorying the visual resources on public lands, developing appropriate design standards and visual impact simulation techniques, assessing the visual impacts associated with changes in the use of public lands, designing measures to minimize the adverse visual impacts of proposed actions, and developing measures to enhance particularly scenic areas.

b) Progress Report

BLM's recreation management policy was revised in FY 81. This new policy focuses recreational managment on areas with the greatest recreational resources.

Preparations were made during FY 81 to develop management plans for ten designated Wild and Scenic Rivers—six in Alaska and three in California.

Four National Recreation Trails were designated by the Secretary of the Interior; Squaw Leap, California; Big Wood River, Idaho; Rogue River, Oregon; and Santa Cruz Lake and Rio Grande River, New Mexico. Applications submitted in FY 81 for three additional National Recreational Trails are in review.

Under the Land and Water Conservation Fund, 1,286 acres in four projects were acquired by BLM in FY 81 to protect special, unique, or unusual areas with high recreation values.

Over 10.7 million acres were designated in FY 81, as open, closed or limited to ORV use. As a result of a 1975 court decision in *National Wildlife Federation (NWF)* v. *Morton, et al.* all public lands are to receive designation by 1987.

A general recreation brochure on information applicable to off-road vehicle use was made available to the public in August, 1981. A major objective of the brochure is to develop a more responsible "land ethic" among ORV users.

Visual resource inventories are complete for approximately 80 percent of BLM lands. Remaining inventories are expected to be completed by 1990.

A variety of techniques were developed by BLM, the Forest Service, and other Federal land management agencies to simulate the visual impact of proposed changes in the use of public lands. BLM provided State and local units of government with information concerning visual resource management and coordinates its visual resource management activities with those and other units of government.

c) Issues

Recreation management issues include:

- Providing expanded visitor services to the growing numbers of recreationists.
- The ability to enforce the closed and limited ORV designations on public lands.
- Developing access to public lands in many areas with special, unique, or unusual recreation values.
- Increasing energy and mineral exploration development on public lands in the next several years, will make it increasingly important to deal with modifications to key visual resources early on in the planning and design stages of projects.

d) Budget and Performance Analysis (Recreation and Visual Resource Management)

1) Administrative Responsibility

Program Administrator: Assistant Director, Recreation and Environmental Areas (FY 82—AD, Land Resources)

Field Administrators: State Directors

2) Authorizing Legislation

Federal Land Policy and Management Act of 1976, P.L. 94-579, 43 U.S.C. 1701, *et seq.*; Taylor Grazing Act, 43 U.S.C. 315a; Endangered Species Act, 16 U.S.C. 1531 *et seq.*; Wild and Scenic Rivers Act, 16 U.S.C. 1281c; Land and Water Conservation Fund Act, 16 U.S.C. 1-6a; National Trails System Act, 16 U.S.C. 1241 *et seq.*; The Department of the Interior and Related Agencies Appropriation for Fiscal Year 1981, P.L. 96-514, 94 Stat. 2957; Recreation and Public Purposes Act, as amended, P.L. 69-386 (68 Stat. 173; 43 U.S.C. 869 *et seq.*); National Environmental Policy Act of 1969, P.L. 91-190 (83 Stat. 852, 42 U.S.C. 4321); Wilderness Act of 1964, P.L. 88-577 (78 Stat. 890, 16 U.S.C. 1131); and Vocational Rehabilitation Act, as amended, P.L. 93-112 (29 U.S.C. sec. 794); Alaska National Interest Lands Conservation Act of 1980, P.L. 96-47, 94 Stat 2371.

3) Funding

	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Authorization ($000's)	9,759	11,859	12,518	17,771
Appropriation ($000's)	7,970	7,959	7,946	5,506

4) Appropriation Structure

Title: Management of Lands & Resources and O&C Grant Lands

Activity: Renewable Resources and Protection

Subactivity; Recreation Management

Component: Recreation and Visual Resources Management

5) Program Costs

	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Dollars ($000's)	7,970	7,959	7,815	5,506
Work Years	225	230	224	170

6) Perfomnance

Work Units	1980 Actual	1981 Planned	1981 Actual	1982 Planned
River & Trail Studies and Plans	26	6	9	3
ORV Designations (million acres)	10.1	14.0	10.7	0.5-5
Recreation Inventory (million acres)	11.0	11.8	9.4	0
Special Recreation Permits Issued	2,985	2,700	4,935	2,000

Work Units	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Visual Project Compliance	2,000	2,000	2,000	3,000

e) Audits/Evaluations Underway

Organization:	General Accounting Office
Title:	Federal Role in Providing Outdoor Recreation to Americans
Organization:	General Accounting Office (GAO)
Title:	How Safe Are Federal Recreation Areas?

D.2. WILDERNESS REVIEW PROGRAM

a) Program Description

FLPMA made the preservation and management of wilderness a part of BLM's multiple use mandate for the public lands. Comprehensive inventories of the public lands are required in order to identify potentially suitable areas for the National Wilderness Preservation System. With public participation provided throughout, the wilderness review process has three major phases; inventory, study, and recommendation.

Wilderness study areas will be evaluated in detail to determine whether they are suitable for preservation as wilderness or more suitable for nonwilderness uses. The lands to be recommended to Congress as suitable will be surveyed for mineral values by the U.S. Geological Survey and the Bureau of Mines. Based on the study, the Secretary of the Interior will submit recommendations on each suitable wilderness study area to the President. The President, in turn, will send his recommendations for wilderness to Congress within two years of the Secretary's recommendation. Only Congress can designate an area as wilderness to be included in the National Wilderness Preservation System.

In addition to the overall wilderness review, FLPMA required the Secretary of Interior to make recommendations to the President by July 1, 1980, on areas formally identified prior to November 1, 1975 as natural or primitive areas. As of FY 81 these recommendations had not been made.

Lands under wilderness review receive special "interim management." FLPMA states that, during the wilderness review, lands must be managed "in a manner so as not to impair the suitability of such areas for preservation as wilderness." The law makes exceptions for valid existing rights for mining, mineral leasing, and grazing uses. FLPMA also states that any public lands designated as wilderness by Congress will be managed under those provisions of the Wilderness Act of 1964 that apply to national forest wilderness areas.

Finally, BLM's wilderness review responsibility in Alaska was modified by the Alaska National Interest Lands Conservation Act of 1980, which exempted BLM lands in Alaska from wilderness review. An exception to this exemption was the direction for BLM to conduct a wilderness review on approximately 4.5 million acres in the Central Arctic Management Area.

b) Progress Report

The wilderness inventory in the western States (excluding Alaska) was completed in November 1980. Of the approximately 175 million acres inventoried, 149 million acres were found to lack wilderness characteristics and were released from further wilderness review. Some 24 million acres in 949 separate tracts were identified as wilderness study areas. A comprehensive list of the wilderness study areas was published in the *Federal Register* on March 3, 1981.

The review of areas previously listed as natural and primitive areas is nearing completion. On September 17, 1981, the Secretary announced that he will recommend Aravaipa Canyon Primitive Area in Arizona to the President as suitable for wilderness designation. At the fiscal year's end, recommendations on other natural and primitive areas were under administrative review in preparation for the Secretary's final recommendations to the President.

Preliminary recommendations in the approved California Desert Plan were that some 2.1 million acres were suitable for wilderness designation and 3.5 million were not suitable. Mineral surveys are now being conducted for the "suitable" areas by the Geological Survey and Bureau of Mines. Recommendations on the 3.5 million acres of "nonsuitable" lands are under administrative review in preparation for the Secretary's final recommendations to the President.

While the Alaska National Interest Lands Conservation Act exempted Alaska from the mandatory wilderness review under Section 603 of FLPMA, it gave the Secretary discretionary authority to make wilderness recommendations to Congress for lands in Alaska. The Secretary on March 12, 1981, exercised his discretionary authority by directing BLM not to conduct any further wilderness inventory,

review, study, or consideration in Alaska, except where wilderness study is mandated by law. (The exception is the 4.5 million acre Central Arctic Management Area.) The Secretary indicated that further wilderness reviews were not needed in view of the exhaustive reviews that took place during the previous 8 years in connection with the national interest lands legislation.

Management of any BLM-administered lands designated by Congress as wilderness will be guided by the Wilderness Management Policy, published in final form in the *Federal Register* on September 24, 1981. BLM's wilderness studies will be guided by the forthcoming Wilderness Study Policy to be published early in FY 82. The document contains planning criteria to be used for recommendations on the suitability or nonsuitability of wilderneas study areas for wilderness designation. Studies are already under way in the western States under interim guidance.

The original comprehensive policy document on this subject was the *Interim Management Policy and Guidelines for Lands Under Wilderness Review* (IMP), issued on December 12, 1979. On April 6, 1981, the IMP was changed to recognize all mineral leases issued prior to approval of FLPMA as valid existing rights, thus making them eligible for full development of the lease rights despite the wilderness study status of the lands involved. Other possible changes to the IMP are still under consideration. The Department's objective has been to permit exploration and development activities to the maximum extent permissible under the law, especially energy and mineral exploration, and to retain wilderness values as much as possible. This approach is designed to assure that the Nation will have adequate resource data on which to base informed decisions about whether an area would be designated as wilderness, and that the Nation's needs for energy, water, minerals, timber, jobs, developed and dispersed recreation, range improvements, and a strong economy and defense can be met in a timely and environmentally sound fashion—even as we meet our needs for an enduring wilderness system.

c) Issues

Some wilderness inventory results have been challenged by members of the public through formal appeals filed with the Interior Board of Land Appeals (IBLA). The appeals reflect both pro- and anti-wilderness study viewpoints. All appeals will be decided by IBLA.

The scheduling of wilderness studies is also a public concern, chiefly because the lands remain under interim management constraints during the study period. In response to this concern, the Department is attempting to complete the studies as rapidly as possible, consistent with budget constraints. The majority of areas will have been studied by the end of FY 84, well ahead of the 1991 deadline set by FLPMA. Rapid completion of the studies will enable the "nonsuitable" lands to be expeditiously released from interim management constraints.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Assistant Director, Recreation and Environmental Areas (FY 82—AD, Land Resources) Field Administrators: State Directors

2) Authorizing Legislation

Federal Land Policy and Management Act of 1976, P.L 94-579 43 U.S.C. 1701, 1982; The Department of the Interior and Related Agencies Appropriation for Fiscal Year 1981, P.L. 96-514, 94 Stat. 2957; Alaska National Interest Lands Conservation Act of 1980, P.L. 96-47, 94 Stat 2371.

3) Funding

	1980 Actual	1981 Actual	1982 Planned
Authorization ($000's)	9,677	9,906	10,489
Appropriation ($000's)	10,040	12,431	13,862

4) Appropriation Structure

Title: Management of Lands and Resources

Activity: Renewable Resources and Protection

Subactivity: Wilderness Management

5) Program Costs

	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Dollars ($000's)	9,989	11,737	10,889	13,862
Work Years	252	217	204	173

6) Performance

Work Units	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Inventory (million acres)	138	36	36	4.5
EIS's (final wilderness)	1	5	5	18
Study (million acres)	5.7	-	.2	2.2
Bureau of Mines/ U.S. Geological Survey mineral reports	9	10	10	5

D.3 NATURAL HISTORY RESOURCE MANAGEMENT

a) Program Description

The Federal Land Policy and Management Act of 1976 (FLPMA) requires BLM to provide for scientific use of appropriate natural resources, as an integral part of multiple use management. FLPMA also requires BLM to protect the quality of ecological and other scientific resources, and to preserve certain public lands in their natural condition.

All BLM programs are required to consider scientific resource values in formulating, approving and implementing resource development and management plans. In addition, the Natural History Resource Management (NHRM) Program is being developed to enhance BLM's contributions to the Federal Committee on Ecological Reserves, State Natural Heritage Programs, the National Natural Landmarks Program, and the United Nations Educational, Scientific, and Cultural Organization (UNESCO) Man and the Biosphere Program's Biosphere Reserves System.

At the field level, NHRM is responsible for identifying natural areas on public lands having significant scientific and educational values, developing and implementing site specific measures to protect these areas (while allowing all compatible uses), and facilitating use of these areas by researchers, educators and others in the environmental science fields. BLM efforts are coordinated with other Federal agencies, State and local governments, and private institutions to identify the types of natural areas needed in a balanced national system.

In the late 1940's, BLM first contributed to the development of a national system of designated Research Natural Areas (RNA's) for maintaining natural diversity and facilitating observational scientific research. A total of 21 RNAs have been designated covering about 50,000 acres; 100 additional sites are under review.

BLM also participates in the National Park Service's National Natural Landmarks (NNL) Program, established by the Secretary of the Interior in 1963. The purpose of the NNL Program is to identify and encourage protection of scientifically selected areas throughout the United States that are nationally significant representatives of the country's natural heritage, without discrimination as to ownership or administrative jurisdictions.

b) Progress Report

The final management plan for the California Desert Conservation Area calls for designation of four new RNAs, including one recommended for nomination to UNESCO for Biosphere Reserve designation. The CDCA Plan also designated 15 Areas of Critical Environmental Concern (ACECs) related to NHRM.

A report, completed in FY 81 and prepared under contract with the Colorado Department of Natural Resources' Natural Areas Program recommended protecting ten top-priority natural diversity sites on the public lands in Colorado.

A Memorandum of Understanding has been signed providing for cooperative relations between the Colorado Natural Areas Program and the Bureau's Natural History Program.

Under an interagency cooperative agreement with BLM, the Alaska Ecological Reserves Council (AERC) developed a list of 25 proposed Research Natural Areas. Several of the 25 areas occur on lands left in BLM administration by the Alaska National Interest Lands Conservation Act (ANILCA).

Ten critical natural areas in California, Colorado, Idaho, Nevada, Oregon, Washington and Utah were protected by the NHRM from potentially damaging activities. Specific recommendations for management of four designated natural areas in California, Idaho and Wyoming were also developed.

The Bureau manages 39 National Natural Landmarks (NNLs) covering a total of 403,305 acres. Passage of ANILCA transferred administration of the Noatak River Basin Biosphere Reserve, Alaska from BLM to the National Park Service (NPS). Six NNLs covering two million acres were also transferred to NPS or the Fish and Wildlife Service by ANILCA.

c) Issues

A major concern is the widely recognized, accelerating loss of biotic diversity in the Nation. Systematic procedures and cost effective criteria should be applied to ensure the most efficient use of BLM's resources for preserving unique and representative examples of the full range of natural diversity. The Bureau is developing these criteria and procedures through the NHRM program.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Assistant Director, Recreation and Environmental Areas (FY 82—AD, Land Resources)

Field Administrators: State Directors

2) Authorizing Legislation

Federal Land Policy and Management Act of 1976, P.L. 94-579, 43 U.S.C. 1701, *et seq.*, Taylor Grazing Act, 43 U.S.C. 315a; Endangered Species Act, 16 U.S.C. 1531 *et seq.*; Wild and Scenic Rivers Act, 16 U.S.C. 128c; Land and Water Conservation Fund Act, 16 U.S.C. 1-6a; National Trails System Act, 16 U.S.C. 1241 *et seq.*; The Department of the Interior and Related Agencies Appropriation for Fiscal Year 1981, P.L. 96-514, 94 Stat. 2957; Recreation and Public Purposes Act, as amended, P.L. 69-386 (68 Stat. 173; 43 U.S.C. 869 *et seq.)*; National Environmental Policy Act of 1969, P.L. 91-190 (83 Stat. 852, 42 U.S.C. 4321); Wilderness Act of 1964, P.L. 88-577 (78 Stat. 890, 16 U.S.C. 1131); Vocational Rehabilitation Act, as amended, P.L. 93-112 (29 U.S.C. sec. 794); and Alaska National Interest Lands Conservation Act of 1980, P.L. 96-47, 94 Stat 2371.

3) Funding

	1980 Actual	1981 Actual	1982 Planned
Authorization ($000's)		298	517
Appropriation ($000's)	180	298	517

4) Appropriation Structure

Title: Management of Lands and Resources and O&C Grant Lands

Activity: Renewable Resources and Protection

Subactivity: Natural History and Cultural Resource Management

Component: Natural History Resource Management

5) Program Costs

	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Dollars ($000's)	268	298	376	517
Work Years	45	6	6	5

6) Performance

Work Units	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Site Protection (#)	8	12	10	14
Site Designation (#)	0	11	0	6

D.4. CULTURAL RESOURCE MANAGEMENT

a) Program Description

BLM manages the largest cultural (including archeological and historic) resource base on federal lands. Estimates of cultural properties located on BLM administered lands range from one-half million to over five million. These include a wide variety of resources ranging from southwestern prehistoric ruins to historic ghost towns; from aboriginal rock art to early wagon roads and trails; and from small scatters of ancient stone tools to abandoned military posts. They range in time from 20,000-year-old remains of special importance to the scientific community, to areas of contemporary religious and social significance.

There are over 200 BLM cultural resource properties listed on the National Register of Historic Places. Approximately 350 additional properties on public lands have either been nominated to, or determined eligible for inclusion on, the National Register. Additionally, an estimated 8,500 cultural resource properties on the public lands are suitable for nomination to the National Register. Current projections indicate that this number is increasing (by discovery) at a rate of over 500 properties per year.

The original role of BLM's cultural resource management program was to facilitate use and development of public lands by ensuring compliance with the National Environmental Policy Act (NEPA), the National Historic Preservation Act, and Executive

Order 11593. While these requirements continue to be a major workload feature, the program has matured from a reactive outlook to a management orientation. This maturity is the direct result of applying the principles of FLPMA to the way BLM views its large cultural resource responsibility. BLM seeks to protect, maintain, and enhance representative samples of the full array of cultural resources for scientific and sociocultural benefits.

b) Progress Report

Existing data inventories of known cultural resources have been conducted on about two-thirds of BLM-administered lands. To facilitate this process, BLM and the Forest Service cooperate in an effort to identify known resources that are on adjoining BLM and Forest Service lands. Approximately five million acres were sample inventoried in 1981, improving the reliability of existing data.

In FY 81, BLM identified and classified over 2,000 cultural resource sites within several categories of use: socio-cultural use, current or potential scientific use, management use, and conservation for future use. BLM has also taken steps to ensure the protection of fragile and threatened cultural sites. Protection includes patrolling, posting signs, erecting fences, and site stabilization. BLM has provided some form of protection to almost 10,000 cultural resource properties.

During FY 81, BLM produced for distribution a film designed to educate the public on the tremendous variety of cultural resources found on the public lands. *Antiquities*, which is scheduled for release to theaters in FY 82 as a short feature film, emphasizes the fragile and irreplaceable nature of cultural sites that are frequently subjected to thoughtless vandalism.

c) Issues

A key issue in the Cultural Resource Program is the conflict between preserving the public lands legacy and allocating public lands for other uses such as energy or livestock grazing. BLM depends upon its ongoing multiple use planning process to ensure that these values are carefully considered in resource use decisions.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Assistant Director, Recreation and Environmental Areas (FY 82—AD, Land Resources)

Field Administrators: State Directors

2) Authorizing Legislation

Federal Land Policy and Management Act of 1976, P.L. 94-579, U.S.C. 1701, 1782; The Department of the Interior and Related Agencies Appropriation for Fiscal Year 1981, P.L. 96-514, 94 Stat. 2957; Antiquities Act of 1906, P.L. 59-209, 16 U.S.C. 432; National Environmental Policy Act of 1969, P.L. 91-190, 43 U.S.C. 4321, 4331-5; National Historic Preservation Act of 1966, 16 U.S.C. 470; Archaeological Resources Protection Act of 1979, 16 U.S.C. 47Oaa-11; Alaska National Interest Lands Conservation Act of 1980, P.L. 96-47, 94-Stat 2371.

3) Funding

	1980 Actual	1981 Actual	1982 Planned
Authorization ($000's)	2,479	2,091	3,848
Appropriation ($000's)	2,630	4,153	4,450

4) Appropriation Structure

Title: Management of Lands and Resources

Activity: Renewable Resources Management

Subactivity: Recreation Management

Component: Natural History and Cultural Resource Management

5) Program Costs

	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Dollars ($000's)	2,612	3,894	4,132	4,450
Work Years	86	99	110	79

6) Performance

Work Units	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Inventory (million acres)	.5	2.5	1.8	1.5
Major Protection/ Stabilization (# projects)	40	40	38	37
Permits (#)	270	280	277	300

D.5. WILD HORSE AND BURRO MANAGEMENT

a) Program Description

The protection, management and control of wild horses and burros on public lands administered by BLM were entrusted to the Secretary of the Interior[1] by the Wild Free-Roaming Horse and Burro Act of 1971. The Act has been amended by provisions contained in the Federal Land Policy and Management Act of 1976 and the Public Rangelands Improvement Act of 1978. The amendments significantly improved and strengthened BLM's management capabilities.

The 1976 amendment allowed the use of helicopters and motorized vehicles for removing excess animals. Prior to that, capture operations were slow, dangerous, and costly. The 1978 amendments were much broader in scope and focused on improving management through research and consultation ; establishing priorities for removal and disposal of excess animals; and strengthening the adoption process. For the first time, adopters of excess animals were given the opportunity to acquire ownership of the animals through transfer of title by the government.

Based on the legislative mandates, BLM's wild horse and burro program objectives are:

1) To ensure viable populations of healthy free-roaming wild horses and burros in equilibrium with their habitat and other resource values.

2) To remove excess wild horses and burros from the public lands. Where a demand for excess animals exists, they will be made available for adoption by qualified individuals. If no adoption demand exists, excess animals will be humanely destroyed.

3) To ensure the humane care and proper treatment of wild horses and burros.

4) To maintain in a good ecological condition the basic soil, water and vegetation resources that comprise the rangeland ecosystem.

b) Progress Report

In Fiscal Year 1981, BLM initiated the following management actions to enhance its program efforts:

- Formal dedication ceremonies were held in November 1980 to establish the Little Book Cliffs Wild Horse Range in Colorado. Between 80 and 100 wild horses are being protected and managed on the range. Two other ranges for horses had been established previously.
- In September 1981, an additional adoption center was opened in Valley, Nebraska (near Omaha), for placement of excess wild horses and burros with adopters in the Plains States area. More than 250 excess wild horses were placed under adoption through the center during its one month of operation in Fiscal Year 1981.
- A research contract was awarded to Utah State University in September 1981 for a study of the breeding ages and rates of wild horses and burros. The study is one of five that have been undertaken by BLM following passage of the 1978 amendments to the Wild Horse and Burro Act contained in the Public Rangelands Improvement Act (PRIA). The amendments directed BLM to work with the National Academy of Sciences (NAS) in developing research to gain additional knowledge about wild horses and burros on the public lands.

In addition to the above initiatives, BLM evaluated the cost effectiveness of the wild horse and burro program. Particular emphasis was placed on reviewing costs associated with the Adopt-A-Horse Program. The evaluation revealed that in FY 80, about 66 percent of the program's budget was used to subsidize the removal and adoption of excess animals. Removal and adoption costs averaged more than $325 per animal. The House of Representatives' Committee on Interior and Insular Affairs requested that the adoption program be more self-supporting.

In response to the Committee, BLM announced a new adoption fee policy on June 25, 1981, that should recover about two-thirds of the costs. Starting January 2, 1982, the adoption fee for a wild horse will be $200; for a wild burro $75. If the animal is transported from the center where it was prepared for adoption to another facility, transportation costs will be added to the fee.

Various aspects of the program are under review to identify opportunities for streamlining procedures and reducing program costs.

c) Issues

Public concern continues to focus on three issues:

1) decisions on how many wild horses and burros will be managed on public lands and the number of excess animals that must be removed;

2) the fate of excess animals; and

[1] The Forest Service through the Secretary of Agriculture shares in the responsibility However, 95 percent of the animals are on BLM-administered lands.

3) the cost effectiveness of the removal and adoption program.

Litigation on removal of straying wild horses and burros from private land upon the landowner's request is another issue for individuals owning unfenced property adjoining public lands. In FY 81, three additional lawsuits were filed and two prior lawsuits remained unsettled on this issue.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Assistant Director, Recreation and Environmental Areas (FY 82—AD, Renewable Resources)

Field Administrators: State Directors

2) Authorizing Legislation

Wild Free-Roaming Horse and Burro Act, P.L. 92-195, 16 U.S.C. 1331-1340, as amended by Section 404 of the Federal Land Policy and Management Act of 1976, (P.L. 94-579, 16 U.S.C. 1338a, 90 Stat. 2775) and Section 14 of the Public Rangelands Improvement Act of 1978, (P.L. 95-514, 43 U.S.C. 1712, 90 Stat. 1808); The Department of the Interior and Related Agencies Appropriation for Fiscal Year 1981, P.L. 96-514, 94 stat 2957; Alaska National Interest Lands Conservation Act of 1980, P.L. 96-47, 2371.

3) Funding

	1980 Actual	1981 Actual	1982 Planned
Authorization ($000's)	[a]5,574	8,204	10,061
Appropriation ($000's)	5,998	6,840	5,366

[a]Additional authorization of $11,000,000 from P.L. 95-514, Public Rangelands Improvement Act, for range, soil, water, air, and wildlife in FY 80.

4) Appropriation Structure

Title: Management of Lands and Resources

Activity: Renewable Resource and Protection

Subactivity: Rangeland Management 2122Component: Wild Horse and Burro Management

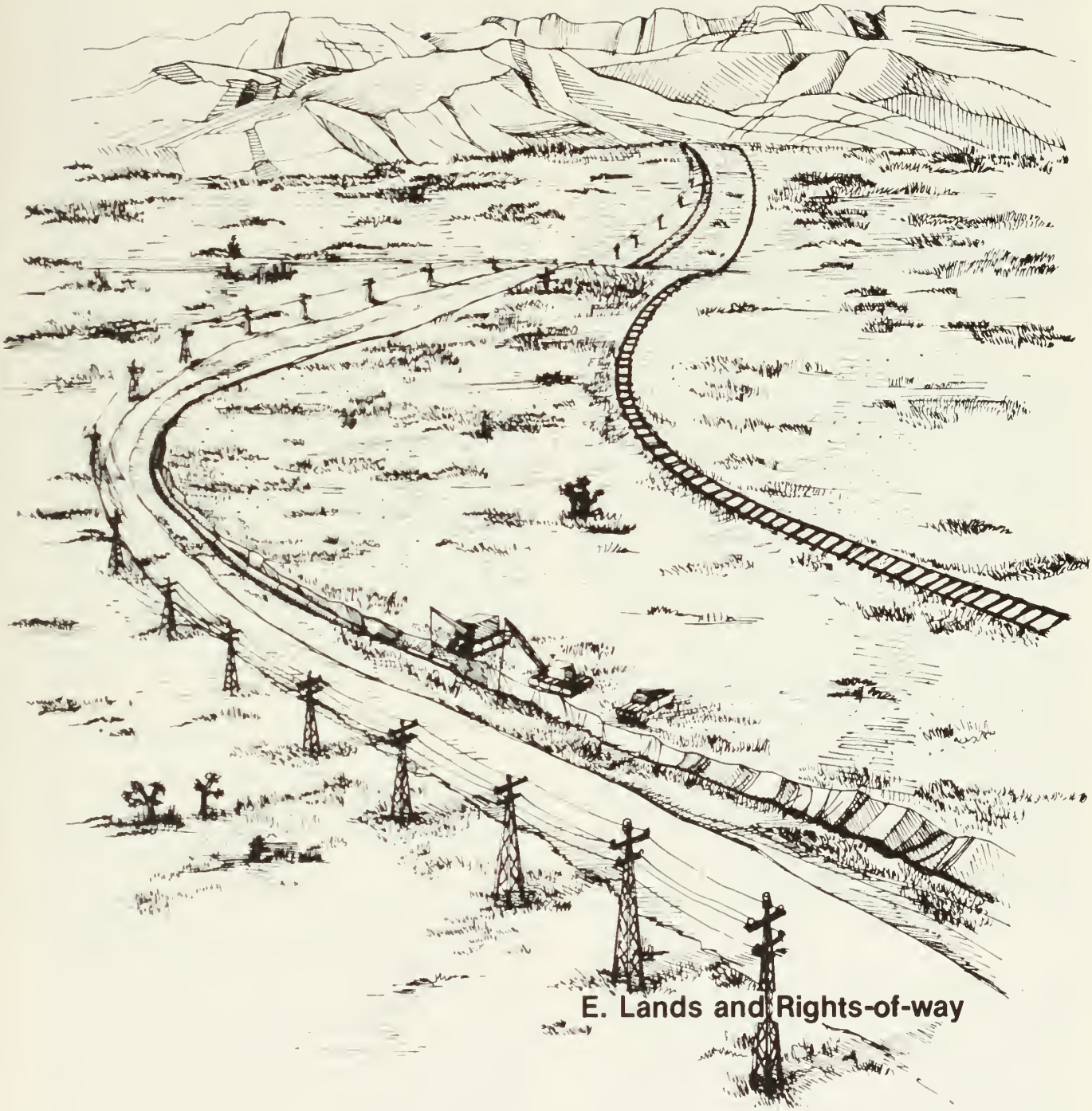
5) Program Costs

	1980 Actual	1981 Actual	1982 Planned
Dollars (000's)	4,250	7,111	5,366
Work Years	96	140	107

6) Performance

Work Units	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Million of Acres Inventoried	20.8	21.1	22.2	-
Number of Adoption Centers	13	14	14	15
Number of Animals Adopted	7,800	9,900	10,150	9,700
Number of Herd Management Area Plans developed	14	18	9	-
Number of excess animals removed from Public lands	9,600	10,500	[a]12,000	10,700
Number of compliance checks (adopters)	1,500	1,130	1,860	-

[a]Includes 600 branded and claimed domestic horses.



E. Lands and Rights-of-way

E. LANDS AND RIGHTS OF WAY

E.I. LANDS

a) Program Description

FLPMA's most sweeping effect was the consolidation and clarification of the objectives and procedures by which the remaining unreserved public lands under BLM's jurisdiction would be managed. Although FLPMA establishes retention as the general policy, it also provides for disposal of land at fair market value through a variety of mechanisms where the disposal action is generally consistent with BLM's land use plan and is clearly in the national interest. FLPMA clarified BLM's responsibilities with respect to land sales, exchanges of land, land acquisition, and the granting of rights-of-way for a variety of public purposes. It also called for a sweeping review by a specific deadline (1991) of the public lands which had been withdrawn from mineral entry and other use prior to 1976.

Since FLPMA was passed, BLM's Lands and Realty and Rights-of-Way programs have focused their attention on four areas of activity: (1) producing regulations implementing sale, exchange, and rights-of-way provisions of the act; (2) responding to dramatically increasing energy-related land transaction applications (3) completing an inventory of withdrawn lands in order to study which lands can be returned to multiple use; and (4) processing State and Native land selections under the Alaska Statehood Act and the Alaska Native Claims Settlement Act.

b) Progress Report

Final regulations governing sales of public land were published by BLM on June 10, 1980. In FY 81, BLM sold 40 parcels of land involving 5,313 acres for $2,868,087.

In 1981 the Secretary invited the Governors of the western States to identify public lands needed for community expansion or other activities. The Governors responded with nearly 400 requests for a total of 700,000 acres of public land. BLM screened the requests and forwarded those requests for lands not administered by BLM to the appropriate agency. Action plans have been developed and are being implemented on those requests that remained with BLM. The increased demand on BLM is primarily in the area of public land sale proposals and Recreation and Public Purpose applications.

Opportunities for exchanging land to simplify ownership paterns or to serve a variety of public or private purposes have long been hampered by the requirement that the parcels exchanged must have equal value. FLPMA provisions provided an opportunity to streamline this process and final regulations governing land exchanges were published on January 5, 1981.

An updated inventory report identified some 71.9 million acres of land to be covered by withdrawal review. The Department approved 233 Public Land Orders revoking the withdrawal of 20.3 million acres, of which 543,000 acres were opened to mining location and 16.7 million acres[1] were opened to mineral leasing. (Some parcels have overlapping withdrawals, i.e., military and power site withdrawals and revoking one withdrawal may not open the land to mineral entry or leasing.) BLM intends to complete withdrawal review on the identified lands by the 1991 deadline.

Nearly a quarter of BLM's lands and realty workforce is involved in processing Native and State selections in Alaska under the Alaska Native Claims Settlement Act and the Alaska Statehood Act. As of FY 81, BLM had conveyed 18.6 million acres of a total of some 44 million acres due the Alaska Native villages and regional corporations and 53 million acres of a total 104 million acres due the State. Current objectives call for conveyance annually of about 4.5 million acres to the Natives and 10 to 13 million acres to the State.

Activity under the Desert Land Act of 1877 is occurring principally in the States of Nevada and Idaho. At the State's request, Nevada was opened to the filing of agricultural entry applications in January 1979. Some 4,338 applications covering in excess of 1/4 million acres have been filed since that date, creating a large backlog of applications. Final action has been taken on 1,828 of the applications. Six entries have been allowed covering 1,880 acres. In addition, six land patents covering 1,238 acres were issued in Idaho under Desert Land Act provisions in FY 81 and two patents totalling 168 acres were issued under the Reclamation Homestead Act of 1902.

The Desert Land Act application situation in Idaho is similar. Roughly 1,267 applications are on file. An Environmental Statement on the impact of agricultural development of an area in south central Idaho disclosed that great increases in irrigation (and related power development) costs, and land development costs will result from opening such areas to agricultural development.

[1] Includes 16.5 million acres identified as "record clearing" only. These acres had effectively been opened to mineral leasing upon passage of the 1920 Mineral Leasing Law.

Another agricultural law, the 1894 Carey Act, provides grants to States for reclamation of arid lands for further transfer to private individuals of tracts up to 160 acres for agricultural development. As with the Desert Land Act, the limiting factor is water availability. Today, virtually all of the Carey Act entitlements to States, ranging from one milion to three million acres, remain unclaimed. The Carey Act remains unused largely because States lack the capability for developing large-scale irrigation projects and water is not available.

c) Issues

BLM has also played a role in the issue of siting nuclear waste repositories on the public lands. The President's National Radioactive Waste Management Program, announced in February 1980, directed that the Federal Government pursue a comprehensive examination and characterization of alternative sites and alternative disposal methods before making final decisions about the disposal of either existing Defense nuclear wastes or existing and future commercial radioactive wastes. BLM's responsibility is to ensure that impacts of such a proposal on the resources and interests involved are carefully analyzed.

BLM has conducted an inventory of known or suspected hazardous toxic waste sites on Federal lands. Eight sites were identified and an additonal 108 potential sites were located on Federal lands. To date, none of the known sites are on lands managed by BLM. None of the sites were judged by EPA to be significant enough to warrant clean-up or listing on the National Priority List.

d) Budget and Performance (Lands and Realty)

1) Administrative Responsibility

Program Administrator: Assistant Director, Lands and Rights-of-Way (FY 82—AD, Land Resources)

Field Administrators: State Directors

2) Authorizing Legislation:

Federal Land Policy and Management Act, P.L. 94-579, 43 U.S.C. 1711 *et seq* . especially 1713-1716, 1721-1722, 1732, 1744, 1761-1771; Mineral Leasing Act of 1920, P.L. 66-146, 30 U.S.C. 185; Taylor Grazing Act, P.L. 73-483, 43 U.S.C. 315; Alaska Native Claims Settlement Act, 43 U.S.C. 1616; Recreation and Public Purposes Act of 1926, 43 U.S.C. 869; Carey Act of 1894 as amended, 43 U.S.C. 687b; Wild and Scenic Rivers Act, 16 U.S.C. 1277; Act of August 18, 1894, Section 4; National Environmental Policy Act of 1969, P.L. 91-190, 43 U.S.C. 4321, 4331-4335, and 4341-4347; King Range Act of 1970, P.L. 91-476 16 U.S.C. 4601; Conservation of Timber Act of 1937 P.L. 75-405, 43 U.S.C. 1181; Mining Claim Rights Restoration Act of 1955, P.L. 86-507, 30 U.S.C. 621; Federal Aid Highway Act of 1966, 43 U.S.C. 932. Alaska National Interest Lands Conservation Act of 1980, P.L. 96-47, 94 Stat 2371.

3) Funding

	1980	1981	1982 Planned
Authorization ($000's)	37,964	41,564	45,592
Appropriation ($000's)	3,426	38,418	32,363

FUNDING

	1980 Actual	1981 Actual	1982 Planned
SERVICE CHARGES, DEPOSITS AND FORFEITURES[1]			
Authorization ($000's)	N/A	N/A	N/A
Appropriation [2]($000's)	13,750	9,600	9,600
ENERGY RELATED REALTY			
Authorization ($000's)	29,820	31,859	12,293
Appropriation ($000's)	11,035	9,713	5,514
NON-ENERGY RELATED REALTY			
Authorization ($000's)	4,855	5,186	23,196
Appropriation ($000's)	20,217	24,773	22,761
WITHDRAWAL PROCESSING AND REVIEW			
Authorization ($000's)	3,289	4,519	4,797
Appropriation ($000's)	3,174	3,931	4,088
MINING CLAIM RECORDATION			
Authorization	N/A	N/A	N/A

[1]Appropriation Structure: Title: Service Charges, Deposits and Forfeitures. Activity: Expenses Right-of-way processing, Expenses Adopt-a-Horse, and Expenses Repair of Lands and Facilities

[2]Service Charges, Deposits and Forfeitures appropriation not subject to authorization requirements, data provided to show total program.

4) Appropriation Structure

Title: Management of Lands and Resources

Activity: Land and Realty Management

Subactivity: Lands and Realty Operations

Components: Energy Related Realty; Non-Energy Related Realty; Withdrawal Processing and Review; and Mining Claim Recordation

5) Program Costs

	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Dollars ($000)	36,398	36,079	35,294	32,363
Work Years	1,231	1,298	1,131	1,129

PROGRAM COSTS

	1980 Actual	1981 Planned	1981 Actual	1982 Planned
SERVICE CHARGES, DEPOSITS, AND FORFEITURES				
Dollars ($000)	6,338	9,600	8,296	9,600
Work Years	120	182	176	161
ENERGY RELATED REALTY				
Dollars ($000)	6,876	10,981	9,719	5,514
Work Years	203	220	288	206
NON-ENERGY RELATED REALTY				
Dollars ($000's)	23,006	21,125	22,077	22,761
Work Years	717	972	742	787
WITHDRAWAL PROCESSING AND REVIEW				
Dollars ($000's)	1,079	3,973	3,498	4,088
Work Years	41	106	101	136
MINING CLAIM RECORDING				
Dollars ($000's)	3,461	N/A	N/A	N/A
Work Years	192	N/A	N/A	N/A

6) Performance

ENERGEY RELATED REALTY

Work Units	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Environmental Analyses	1,391	2,002	2,380	2,055
Environmental Statements	2	-	-	-
Field Examinations	4,830	4,220	4,789	4,083
Use Authorizations	1,834	2,378	2,758	2,456
Compliances	2,162	3,165	3,567	2,111

NON-ENERGY RELATED REALTY

Work Units	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Field Examinations	8,797	3,243	4,921	2,979
Title Transfers	2,422	1,669	1,648	1,542
Use Authorizations	7,646	1,645	8,917	1,661
Compliances	3,474	1,719	2,322	1,483
Inventory (Acres)	9,012,203	3,152,836	12,537,995	1,060,200

WITHDRAWAL PROCESSING AND REVIEW

Work Units	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Processing withdrawal applications/ revocations	-	429	706	301
Withdrawal review	-	593	597	745
Classifications	-	-	400	200
Withdrawals				
Environmental analyses	-	108	134	201
Special Designations	-	429	706	768

MINING CLAIM RECORDATION

Work Units	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Filings (Cases)	486,300	292,259	638,636	344,600

e) Audits/Evaluations Underway

Organization:	General Accounting Office (GAO)
Title:	Review to Determine Fair Market Value of All Federal Lands and Which Could be Sold
Title:	Review of Federal Agencies' Capability to Meet Their New Land Management Responsibilities in Alaska

E.2. RIGHTS-OF-WAY

a) Program Description

See E.1 Lands and Realty.

b) Progress Report (Rights-of-Way)

Final R/W regulations published on July 1, 1980, were being revised in 1981 to simplify the granting process. The authority to issue right-of-way grants continued to be transferred to BLM District Offices. This change reduced right-of-way application processing time subtantially without detracting from resource management and environmental needs.

BLM and the Forest Service (FS) are working jointly under an Interagency Agreement to identify transportation and utility corridors. An *ad hoc* users

group is identifying right-of-way and corridor needs. When the joint corridor work is completed, through the respective land use planning systems, there will be a matrix of routes on public and National Forest lands where right-of-way applications will be viewed with favor, and questions on alternative routing will not need to be considered in the granting process. To supplement BLM's joint work with the FS on corridors, BLM and the FS entered into an agreement in 1981 with the Western Interstate Energy Board. Under this agreement, the Board will advise BLM on some of the tough problems when a corridor will traverse both federally and non-federally owned lands.

A task force completed in April 1981, a review of BLM's Energy Facility Permitting Process and recommended ways the process could be simplified and/or shortened. The recommendations are being implemented.

A substantial portion of the Right-of-Way Program in recent years has been devoted to processing siting and rights-of-way proposals associated with the dramatic increase in domestic energy development and facility construction in the West, the vast majority of it on public land managed by BLM. In FY 81, BLM was processing applications for right-of-way grants and either conducting or participating in environmental analyses of:

- 10 major pipeline projects;
- 9 major powerplant siting proposals;
- 5 major transmission line proposals;
- 6 major oil shale processing proposals;
- 3 major tar sands processing proposals; as well as
- a variety of major right-of-way projects such as the MX missile, radar sites, oil and gas field development, water related projects (dams, reservoirs, and hydroelectric), wind energy, and others.

BLM has responded to concerns expressed by the energy industry and the public to simplify procedures. Efforts to streamline the right-of-way granting process include: initiating regulatory reform, preparing right-of-way manuals, completing an energy facility siting study, developing a consolidated application form for use in Alaska, and standardizing right-of-way granting forms and national right-of-way grant stipulations.

c) Issues

The protection of cultural resources on private lands crossed by a right-of-way was an issue considered in FY 81. The existing BLM policy is to include stipulations in right-of-way grants protecting cultural resources on private lands when the State Historic Preservation Officer feels the resource is important. This policy is now being reviewed to determine BLM's authority to protect cultural resources on non-federal lands.

d) Budget

See E.1. Lands and Realty.

E.3. EASEMENT AND MISCELLANEOUS LAND ACQUISITION

a) Program Description

BLM's authority to acquire land and interests in land prior to passage of FLPMA was defined narrowly. The first BLM acquisition authority was only for easements across private land, an important factor for forest management in Western Oregon where land ownership is intermingled in a checkerboard fashion. Special legislation calling for intensified management at such areas as the King Range in California, Wild and Scenic Rivers, or along the Pacific Crest Trail brought with it the authority to acquire lands or interest in lands. In 1976, FLPMA gave BLM general acquisition authority but strictly limited condemnation authority to situations where as narrow corridors as possible are needed to give access to public lands which would otherwise be blocked. FLPMA also authorized the use of money from the Land and Water Conservation Fund (L&WCF) to acquire lands that are primarily valuable for outdoor recreation.

In 1971, the Alaska Native Claims Settlement Act (ANCSA) authorized the reservation of public easements on lands to be conveyed to Alaska Native corporations. As a result, several thousand easements across Native lands to provide access to public lands and resources were reserved to the United States government throughout Alaska. These easements are periodically reviewed, as required by ANSCA, to determine if the easement is located where it should be as specified in the conveyance document and whether the easement is being used. If the easement is not being used the rights of access are terminated.

It is BLM's policy to use its acquisition authority sparingly. It is not BLM's policy to add significant new acreage to the public domain, but rather to resolve irregularities in ownership or to acquire legal rights which contribute in some significant manner to management objectives.

b) Progress Report

In fiscal year 1981 BLM expended $1.7 million for purchase of access road easements to support resource programs and provide public access to public lands. Land and Water Conservation (L&WC) funds in the amount of $2.5 million were expended to acquire fee title to scenic easements on 29 tracts encompassing 3,162 acres. Major projects included within L&WCF acquisitions in 1981 were: the Rogue, Upper Missouri, and Rio Grande Wild and Scenic Rivers; the King Range National Conservation area, and the Pacific Crest Trail.

c) Issues

The management, protection, development, or use of the public lands is often dependent upon legal access across non-Federal lands. Without this access, the public lands and their resources are unavailable to the public. Pressures are applied daily by recreationists, hunters, and developers to provide adequate access.

Two factors contributing to the lack of adequate access include:

- Roads commonly used by the general public are suddenly closed by a landowner.
- Local governments may unilaterally vacate a public road across private property leading to public lands.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Assistant Director, Lands and Rights-of-Way (FY 82—AD, Land Resources)

Field Administrators: District Managers

2) Authorizing Legislation

Federal Land Policy and Management Act, P.L. 94-579, 43 U.S.C. 1701 *et seq.* especially 1715 and 1748, Taylor Grazing Act, P.L. 73-482, 43 U.S.C. 315; Oregon and California Sustained Yield Act, P.L. 75-405, 43 U.S.C. 1181 a-f; National Trails System Act, P.L. 90-543, 16 U.S.C. 1241-49 especially 1245(a); Wild and Scenic Rivers Act, P.L. 90-542, 16 U.S.C. 1271 *et seq.* especially 1277; King Range National Conservation Area, P.L. 91-476; 16 U.S.C. 4601, especially 1-4; The Department of the Interior and Related Agencies Appropriation for fiscal year 1981, P.L. 96-514, 94 Stat. 2957; Alaska National Interest Lands Conservation Act of 1980, P.L. 96-47, 94 Stat. 2371.

3) Funding

	1980 Actual	1981 Actual	1982 Planned
Authorization ($000's)	1,750	1,882	1,882
Appropriation ($000's)	2,235	1,802	1,733

4) Appropriation Structure

Title: Acquisition, Construction, and Maintenance

Activity: Acquisitions

5) Program Costs

	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Dollars ($000's)	2,319	1,802	1,617	1,733
Work Years	50	47	56	46

6) Performance

Work Units	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Examinations	89	106	115	114
Title Transfers	79	200	157	250
Project Survey & Design	169	120	132	136

F. California Desert Plan

F. CALIFORNIA DESERT CONSERVATION AREA

a) Program Description

The CDCA, established by FLPMA, covers some 25 million acres, or about one-fourth of the land surface of California. About half of this area is public land administered by the California Desert District of BLM. The remainder is divided among other Federal agencies (National Park Service, Forest Service, Defense Department), the State of California, and private ownership.

The California desert contains a variety of natural, cultural, and economic resources including: minerals, wildlife habitat, room for expansion of desert towns, rights-of-way corridors, and numerous recreation uses.

FLPMA directed the Secretary to prepare and implement a comprehensive, long-range plan for the management, use, development, and protection of the public lands of the desert. The plan was approved shortly after its completion in December 1980 and the implemention of the plan was approved in April 1981.

A program of law enforcement was also authorized and search-and-rescue was made an assigned mission of BLM where no other emergency forces are available.

FLPMA also provided for a California Desert Conservation Area Advisory Committee to advise BLM on development and implementation of the plan. The committee was appointed in January 1977 and served as a focal point for the major public involvement program. This advisory committee will be replaced by the Advisory Counsel for the California Desert District.

b) Progress Report

The California Desert Management Plan designates the land into four use classes Controlled, Limited, Moderate, and Intensive. Management guidelines for each of these classes have been developed to respond to broad regional concerns. Site specific areas are treated separately as "Areas of Critical Environmental Concern" (ACECs) or Special Areas.

The five Resource Areas of the California Desert District are preparing management plans for the various activities that take place on the public lands. In FY 81 the following actions were taken to implement the management plans:

- Nine allotment management plans were prepared.
- Three allotment management plans were contracted.
- Six draft activity plans for ACECs were completed.
- Habitat Management Plans were completed for big horn sheep in the Santa Rosa Mountains.
- Recreation-related permits, mostly for competitive off-road vehicle events, were issued for more than 70 events.
- A management statement for the East Mojave National Scenic Area was completed.
- Plans of operation for mining were processed, as were offers to leaae oil and gas and geothermal energy.

c) Issues

Vehicle access to the Desert is in important issue. The California Desert District is working on route approval as implementation of the Plan proceeds. Public involvement will play an important role and 13,000 mailouts have been sent to request input on the access issue.

G. Financial Management

G. FINANCIAL MANAGEMENT

G.1. RECEIPTS AND ALLOCATIONS

The development and use of public land resources managed by BLM generate receipts from a variety of sources. Bonus bids and royalties from the leasing of Outer Continental Shelf (OCS) resources account for the vast majority of receipts, roughly 92 percent of total receipts in fiscal year 1981, for example. Continuing public interest in mineral exploration on public lands is strongly reflected in the 1980, 1981 and projected 1982 receipts from BLM programs—a trend started in 1973 when international energy supplies became increasingly unstable and costly.

The Outer Continental Shelf Lands Act, as amended, requires that all Outer Continental Shelf (OCS) lease revenues attributable to oil and gas pools and fields underlying both the OCS and submerged lands subject to the jurisdiction of a State, shall be deposited in a separate account of the Treasury. This account is described in Section G.3 Outer Continental Shelf Investments Program.

Onshore receipts are generated from timber sales, grazing fees, oil and gas, coal and other leasable minerals, hardrock minerals development, and various user fees. Again, the minerals dominate. Onshore mineral receipts amounted to $822 million in 1981, and are expected to go to about $1.1 billion in fiscal year 1982.

Exclusive of the Offshore OCS Leasing Program, receipts from the development and use of the resources of public lands were allotted in FY 81 under a variety of public-land-payment programs as follows:

- FLPMA increased the State's share of public land payments by amending the Mineral Leasing Act to raise the share of mineral leasing receipts returned to the States from 37.5 percent to 50 percent. FLPMA also stated that these funds could be used for any purpose a State legislature directs, with priority to be given to the State subdivisions that are socially or economically impacted by mineral development.
- In 1976, Congress passed the Payments in Lieu of Taxes (PILT) Act to authorize payments to local units of government containing Federally owned tax-exempt lands. These payments supplement revenue sharing funds and are made directly to local governments. BLM is responsible for processing PILT payments for Federal entitlement lands administered by BLM and six other Federal agencies. In 1981 processed payments totaling about $104 million. Table 4 lists BLM receipts for 1980, 1981, and projections for 1982.

G.2. PAYMENTS IN LIEU OF TAXES

a) Program Description

In 1976, Congress passed the Payments in Lieu of Taxes (PILT) Act to authorize annual payments to local units of government containing certain Federally owned, tax-exempt "entitlement" lands. Serving as a supplement to revenue-sharing funds, PILT payments are made directly to local governments and may be used for any governmental purpose.

BLM processes PILT payments for Federal entitlement lands administered by BLM and six other Federal agencies: National Park Service, the Forest Service, the U.S. Corps of Engineers, the Bureau of Reclamation, the Department of Army, and the Fish and Wildlife Service. The act specifically prohibits payments for lands (but not certain donated lands) that were tax exempt before being acquired from State or local governments.

The PILT computation process requires each State to submit data on the amount of revenue sharing funds received by units of local governments in the preceding fiscal year. This amount is then deducted from the PILT payments for the current year. In fiscal year 1980 $158.8 million was deducted from PILT payments as a result of the revenue sharing provision. In FY 81 these deductions increased to $182.7 million.

b) Progress Report

In FY 81, BLM made full payments totalling $104 million to 1,694 local governments. In the previous two years the payments had been prorated due to lack of funds. Since PILT payments were started on September 30, 1977 over $513 million has been paid to local governments in each of the 50 States.

c) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Assistant Director, Administration

Field Administrator: None

2) Authorizing Legislation

Payments in Lieu of Taxes Act of 1976, P.L. 94-565, 31 U.S.C. 1601, as amended by P.L. 95-250 and P.L. 95-469.

TABLE 4—BUREAU OF LAND MANAGEMENT RECEIPTS

	FY 1980	FY 1981	FY 1982 Estimated
STATEMENT OF PUBLIC LANDS RECEIPTS			
Mineral Leases and Permits	$ 682,129,626	$ 821,989,507	$1,283,800,000
Sales of Public Lands & Materials	7,756,262	4,828,873	7,000,000
Sales of Public Timber	14,089,027	15,724,745	15 700,000
Fees and Commissions	28,593,626	43,830,722	130,900,000
O&C Lands (Timber Sales)	195,214,025	193,911,483	155,000,000
Coos Bay Wagon Road Lands (Timber Sales)	6,806,467	6,107,957	8,250,000
Grazing Fees	24,601,500	24,884,317	22,298,000
Rights-of-Way	899,568	587,600	831,000
Miscellaneous Leases and Permits	6,380,157	1,259,314	1,300,000
Nonoperating Revenue[1]	9,523,282	12,108,892	13,000,000
Other[2]	443,596	359,182	915,000
Rent of Land	1,978,105	15,850,153	1,716,000
Total	$978,415,241	$1,141,442,745	$1,640,710,000
ALLOCATIONS OF PUBLIC LANDS RECEIPTS			
States and Counties	$419,072,759	482,745,815	579,063,000
Reclamation Fund	267,515,575	310,205,053	441,800,000
Indian Trust Fund	235,545	28,179	40,000
General Fund	291,651,362	348,463,698	619,807,000
Total	$978,415,241	$1,141,442,745	$1,640,710,000
STATEMENT OF OCS RECEIPTS			
Outer Continental Shelf	$5,353,638,047	$11,988,516,004	$11,346,000,000
ALLOCATIONS OF OCS RECEIPTS			
General Fund	$4,100,870,747	$10,137 982,282	$11,000,000,000
Special Treasury Account	1,252,767,200	1,850,533,722	346,000,000
Total	5,353,638,047	$11,988,516,004	$11,346,000,000

[1] Incidental receipts from fines, taxes, etc., which are unrelated to routine public land administration.
[2] Receipts from miscellaneous materials sales under the Materials Disposal Act.

3) Funding

	1980[a] Actual	1981 Actual	1982 Planned
Authorization ($000's)	108,000	111,000	114,000
Appropriation ($000's)	108,000	108,000	95,520

[a]5,000 deferred until FY 81

4) Appropriation Structure

Title: Payments in Lieu of Taxes

5) Program Costs

	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Dollars ($000's)	[a]103,425	108,000	103,400	95,520
Work Years	3	5	3	2

[a]Includes 1,640,502 paid from FY 78 and 79 funds

6) Peformance

N/A

G.3. OUTER CONTINENTAL SHELF INVESTMENTS PROGRAM

a) Program Description

The Outer Continental Shelf Lands Act, as amended, authorizes the Secretary to invest certain revenues received from leasing lands on the Outer Continental Shelf (OCS) in interest-bearing accounts. These revenues are deposited into a special Treasury account until a final determination is made as to the rights to these revenues. Interest is earned on these funds through investments in U.S. Treasury Securities. There are three situations when revenues are deposited into the special Treasury account (the monies are then invested in U.S. Treasury Bills):

1. Revenues attributable to those portions of a tract with pools underlying both OCS and submerged lands subject to State jurisdiction are deposited in the special account until the Secretary

and the State Governor agree on the distribution of the revenues. If an agreement cannot be reached, these funds are to be distributed in accordance with a determination to be made by a U.S. District Court.

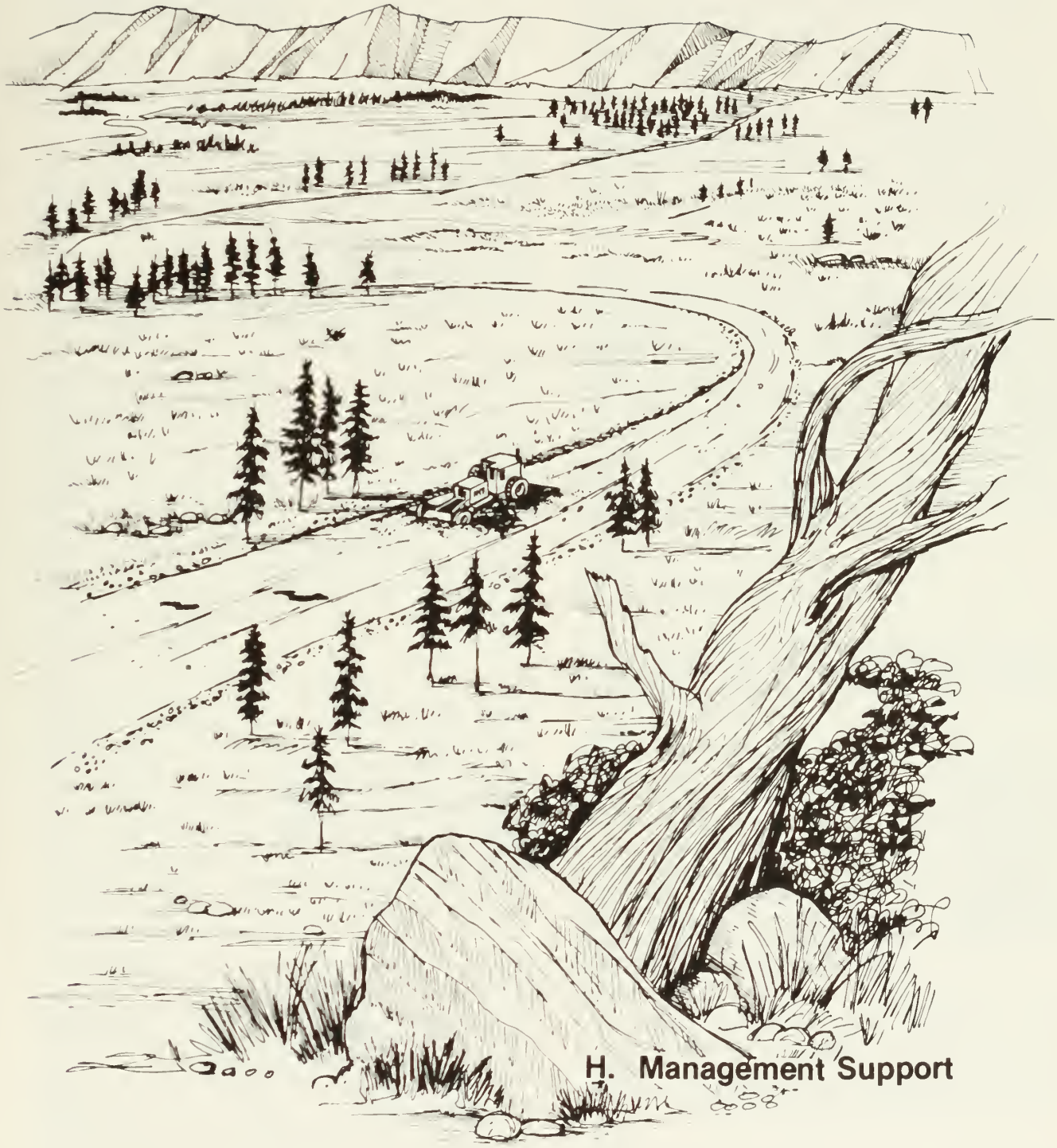
2. Cash bids received on tracts to be leased are deposited in the special account when there is a delay in the determination to accept or reject the bids.

3. Where there is a controversy between the U.S. and a State over the ownership or jurdisdiction of lands being leased, the affected revenues are deposited in the special Treasury account until an agreement is reached.

b) Progress Report

Cash receipts totaling $1.9 billion were deposited in the special Treasury account in FY 81. This includes revenues totaling $1.7 billion for tracts leased in the Gulf of Mexico and off the coast of Southern California. In addition, revenues totaling $84 million received from bidders of tracts in the Beaufort Sea were also placed in the special account pursuant to an agreement between the U.S. Government and the State of Alaska concerning certain disputed leases.

As of revenues placed in the special account and $580 million represents interest earned on investments. A total of $418 million in interest is attributable to fiscal year 1981.



H. Management Support

H. MANAGEMENT SUPPORT

H.1. CONSTRUCTION AND MAINTENANCE—BUILDING, RECREATION, AND TRANSPORTATION

a) Program Description

The Construction and Maintenance Programs construct and maintain facilities needed to provide services for visitors to the public lands. These programs also provide support to resource management of the public lands including all phases of new construction—planning, environmental analysis, survey, design, and contracting operations; and provide timely maintenance for BLM owned building, recreation, and transportation facilities. These broad responsibilities are relatively new.

When BLM was established in 1946, its physical facilities were inherited from its parent agencies, the General Land Office and the Grazing Service. Building space was provided by the General Services Administration. A primitive road system on the public lands reflected the miscellaneous access needs of ranchers, mining companies, railroads, and county and State governments. In addition, many miles of somewhat less primitive road built by the Civilian Conservation Corps in the 1930's were inherited. Recreation facilities were nonexistent or at best, very primitive.

As its role in managing the public lands grew, BLM obtained facilities from other agencies, such as the Civilian Conservation Corps and the various states and counties. Investment in construction on the lands remained extremely modest, however, because BLM was still considered an interim custodian of the land pending ultimate disposition. New road construction was limited to those necessary for the development of timber resources in Oregon, California, Idaho, Colorado, Montana, and Wyoming. Building construction until 1963 was limited to firefighting facilities in Alaska.

In the 1960's BLM's custodial role gave way to the concept of retention. The new policy was stated clearly in the Classification and Multiple Use Act of 1964 and in the legislation creating the Public Land Law Review Commission. During this same time, public use of BLM lands rocketed, especially recreational use. The existing primitive road system was inadequate for the heavy influx of a new kind of traffic—automobiles and recreational vehicles. In 1964, contract authority under the Public Lands Development Roads and Trails Appropriation empowered BLM to construct "roads or trails which the Secretary of the Interior determines are of primary importance for the development, protection, administration, and utilization of public lands and resources under his control." In 1978 this appropriation was dropped and replaced by a transportation construction portion in BLM's regular Construction and Maintenance Appropriation.

Recreation facilities, including sanitary facilities, picnic tables, fire rings, well-water supplies, and visitor service facilities were also constructed to accommodate some of the roughly 70 million annual visitors who camp, hike, picnic, hunt, fish, raft, rockhound, or drive recreational vehicles on the public lands.

By 1967, BLM had begun to construct its own office buildings, warehouses, shops, and other facilities tailored to BLM's resource management responsibilities. Although BLM continues to obtain most of its building space from the General Services Administration, rapid growth and the shortage of facilities available for lease especially in remote locations, often force BLM to construct its own. Specialized structures such as telecommunication buildings at remote locations, well pumping buildings, seed storage bins, greenhouses, and warehouses are also frequently built to order.

b) Progress Report

In fiscal year 1981, BLM completed construction of buildings on seven administrative sites. Construction of seven other buildings was started but not completed in FY 81.

Maintenance was provided to 567 structures, including office buildings, warehouses, shops, storage buildings, fire stations, lookouts, and related facili ties such as parking areas and warehouses. Special emphasis will continue to be placed on corrective maintenance and retrofit for energy conservation. The maintenance program has emphasized the reduction of fuel consumption through such measures as the installation of storm windows and doors and the addition of insulation.

During FY 81 BLM began construction of two bridges, one related to timber sales. BLM performed maintenance on approximately 9,1OO miles of road, 227 miles of trail, and 14 bridges, emphasizing those that receive the greatest use and have the highest erosion potential if maintenance is deferred.

Transportation construction, with the exception of timber access roads, has been at a low level pending completion of resource management plans and wilderness reviews. It is not anticipated that the

completion of these plans will change the transportation construction and maintenance programs.

During FY 81, construction was begun or completed on four recreation sites. BLM has identified other planned projects throughout the West and in Alaska, including visitor centers, sanitary facilities, cave protection work, campsites, and information stations. Recreation facility maintenance in FY 81 involved minimal work at approximately 1,700 undeveloped sites (sites without water) and at 436 developed campsites containing varying numbers of individual sites. In addition, more than 400 hazards were removed or mitigated such as filling abandoned mine shafts, removing dead trees, or barricading ciffs to improve visitor safety.

c) Issues

As BLM's program responsibilities expand to keep pace with public interest in and use of its lands, construction and maintenance become increasingly pressing concerns. Lack of office and storage space are often recurring problems. Because there is no provision for acquiring or constructing facilities on the basis of projected rather than existing need, the availability of facilities may lag behind the need for them and "temporary" structures may be used (mobile home type units) to offset space shortages. In spite of these problems, BLM increasingly emphasizes its maintenance responsibilities as the intensity of public use of its facilities increases.

Increasing use of BLM roads and trails results in erosion problems because few BLM roads were designed for present use levels or for passenger vehicles. Poor drainage control can result in a soil loss of as much as 100 tons per mile of poorly surfaced road each year and many of these roads can only be used seasonally. Of the 44,000 miles of existing road, 32,000 are primitive and their primitive character can be hazardous to motorists accustomed to the highly developed roads in urban areas.

BLM constructs and maintains its transportation system to support its own resource management objectives, and does not construct public roads. However, as population pressures increase, so do demands for BLM to construct and maintain its roads to State and county road standards, or in other terms to construct public roads. To meet such demands the only option is to transfer some roads out of BLM authority to local public road authority, an action usually not favored by local authorities because of the responsibility and cost of improving and maintaining the roads.

Considering the need for recreation facilities (in 1978 it was estimated that existing facilities accommodated less than 15 percent of demand) BLM constructs and maintains a very modest number of functional facilities for use by the general public. Particular problems relating to high visitor use occur in the California Desert, along the Colorado River between California and Arizona, in caves in New Mexico, in the El Malpais areas of New Mexico, in the Little Sahara sand dunes in Utah, and on the upper Missouri River in Montana. Current plans are to pace new construction with the completion of resource management plans to ensure that BLM is fully prepared to deal with increased use that follows increases in visitor service facilities.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Assistant Director, Technical Services

Field Administrators: District Managers

2) Authorizing Legislation

Federal Land Policy and Management Act, P.L. 94-579, 43 U.S.C. 1731 *et seq.*; the Department of the Interior and Related Agencies Appropriation for Fiscal Year 1981, P.L. 96-514, 94 Stat. 2957; Timber Protection Act of 1922, P.L. 67-315.

3) FUNDING

	1980	1981	1982 Planned
BUILDING CONSTRUCTION			
Authorization ($000's)	7,117	9,082	7,282
Appropriation ($000's)	2,438	1,461	544
RECREATION CONSTRUCTION			
Authorization ($000's)	807	1,129	3,929
Appropriation ($000's)	1,321	684	607
TRANSPORTATION CONSTRUCTION			
Authorization ($000's)	4,261	4,660	5,160
Appropriation ($000's)	2,075	2,041	679
BUILDING MAINTENANCE			
Authorizatiun ($000's)	2,448	2,583	2,783
Appropriation ($000's)	2,596	2,631	2,782
RECREATION FACILITIES MAINTENANCE			
Authorization ($000's)	3,403	3,661	3,861
Appropriation ($000's)	3,341	3,599	3,298
TRANSPORTATION MAINTENANCE			
Authorization ($000's)	2,557	2,796	2,896
Appropriation ($000's)	2,337	2,550	2,568

4) PROGRAM COSTS

	1980 Actual	1981 Planned	1981 Actual	1982 Planned
BUILDING CONSTRUCTION				
Dollars ($000's)	4,615	1,461	411	544
Work Years	25	18	20	5
RECREATION CONSTRUCTION				
Dollars ($000's)	916	684	630	607
Work Years	17	9	12	4
TRANSPORTATION CONSTRUCTION				
Dollars ($000's)	3,368	2,041	2,133	679
Work Years	51	43	48	6
BUILDING MAINTENANCE				
Dollars ($000's)	3,046	2,631	2,516	2,782
Work Years	72	45	56	57
RECREATION FACILITIES MAINTENANCE				
Dollars ($000's)	3,371	3,599	3,664	3,298
Work Years	94	80	93	71
TRANSPORTATION MAINTENANCE				
Dollars ($000's)	2,392	2,550	2,465	2,568
Work Years	52	43	52	48

5) PERFORMANCE

	1980 Actual	1981 Planned	1981 Actual	1982 Planned
BUILDING CONSTRUCTION				
Project Survey & Design (number)	9	12	24	2
Construction (number)	3	10	10	11
RECREATION CONSTRUCTION				
Project Survey & Design (number)	35	32	5	1
Construction (number)	15	16	8	3
TRANSPORTATION CONSTRUCTION				
Project Survey & Design				
Bridges (number)	-	-	16	10
Roads (miles)	-	-	84	101
Construction				
Bridges (number)	-	-	1	2
Roads (miles)	-	-	48	3
BUILDIMG MAINTENANCE				
Buildings (number)	567	650	579	579
RECREATION FACILITIES MAINTENANCE				
Hazard Reduction (Number)	515	684	200	180
Maintenance, Bldg. Recreation (Number)	4,661	3,620	2,136	1,436

5) PERFORMANCE—Continued

	1980 Actual	1981 Planned	1981 Actual	1982 Planned
TRANSPORTATION MAINTENANCE				
Maintenance, Road (miles)	9,766	8,179	9,085	8,750
Inventory (miles)	1,621	1,763	1,763	1,200

H.2. GENERAL ADMINISTRATION

a) Program Description and Progress Report

General Administration includes executive direction (which in practice means funding BLM's major line officers) as well as the following functiong in Washington and at the Denver Service Center: personnel management, employee and visitor safety, administrative services, and management research.

1) Personnel Management

A personnel management program which is both responsive to BLM management and one which maintains the integrity of the Civil Service Reform Act is a continuing priority of the Division of Personnel and Training. To streamline operations and improve the effectiveness and efficiency of personnel management during FY 81, the following actions were taken:

- Implemented the Merit Pay system which requires salary increases of certain employees grade GM-13 through GM-15 be based on merit, not longevity.
- Implemented a training program for Area Managers designed to improve managerial effectiveness and provide a pool for selection of the middle and top management team.
- Delegated Personnel management authority to more State Offices.

2) Employee and Vistor Safety

The Bureau Safety program encompasses both employee occupational safety and health and safety of the visiting public. Prevention of accidental loss is vital to the accomplishment of the Bureau's mission and to our public service commitment. Preliminary analysis of the accidental loss data for FY 81 indicates a continuing downward trend. Field Offices, in FY 81, implemented comprehensive occupational

hygiene surveys to identify potentially hazardous environments and to establish control measures to protect employees and the visiting public. A "job hazard analysis" was implemented for each activity or work operation to ensure that places and conditions of employment are free from recognized hazards. During this period continuing efforts were made to identify and close hazardous mine openings and to maintain safe recreation facilities for the public.

3) Administrative Services

Procurement, property and space management, energy conservation, printing, and directives management fall under the responsibility of the Division of Administrative Services. During FY 81 BLM spent $115.7 million for goods and services of which $40.6 million was expended by the Washington Office mainly for the OCS Environmental Studies Program. Contracting for the Western States and Alaska is consolidated in the Denver Service Center which awarded contracts for construction, studies, supplies, and services totaling $32.1 million. Field offices expended an additional $43 million, mostly through the small purchase transactions.

In BLM's support of various socioeconomic programs, BLM has established agressive goals and made high accomplishments. Fiscal year 1981 goals and achievements include:

FY 81 Goals and Achievements

	Goal	Actual Contract Awards[1]
Minority Business Enterprises	$2.3	$2.2
Labor Surplus Area Setasides	5.4	5.5
Small Businesses	30.4	47.2
Women Business Enterprises	.5	1.0

[1] Includes small purchases

The support of public land management efforts requires 4.8 million square feet of improved real property. Of this, BLM has direct jurisdiction over 1.5 million square feet of space. BLM is striving for more efficient use of space by employing "open space" rather than partitioned space arrangements wherever possible and is continuing to review this new practice which has enabled BLM to improve space allocated per employee, provide flexibility, and at the same time give consideration to the convenience of the public.

Energy usage was improved in buildings by adjusting temperature, installing storm doors and windows, and adding insulation. Technical surveys were completed for 21 BLM-owned buildings in FY 81.

Efforts to reduce automotive fuel consumption in BLM's fleet of 3,384 GSA-assigned and 1,662 BLM-owned vehicles continues, During FY 81, BLM employees drove 44 milion miles, an increase of 3 million miles (7.3 percent) over FY 8O. BLM-owned vehicles now consist of 43.6 percent compacts and fleet miles per gallon has increased from 16.1 mpg in FY 80 to 18.7 in FY 81, or 16 percent.

A Printing and Publications program was implemented and a Printing and Graphics Art Manual written in FY 81. Electronic photocomposition continues to be used for printing large documents such as Environmental Impact Statements. This saved BLM an estimated $45,000 in printing and related costs in FY 81. Approximately 15 documents were published by this method during FY 81. To further reduce publishing costs, contracts and manual sections will be photocomposed in FY 82.

In FY 81, a term contract for printing EISs was established through the Denver Government Printing Office. This consolidated a large share of BLM's printing needs and eliminated individual printing procurements resulting in a saving of approximately $2,000 per EIS over previous methods. BLM plans to expand this contract Bureauwide during FY 82 to achieve additional savings.

An indepth word processing study was completed by the National Archives and Records Service (NARS) for every BLM State and District Office. Based on the NARS recommendations and the development of a competitve word processing equipment contract, BLM anticipates a savings of approximately $500,000 per year on word processing costs Bureauwide beginning in FY 83.

4) Management Research

The Division of Management Research analyzes and directs the implementation of organization and management systems. Efforts have been made to develop organizational structures and management systems which provide for responsive decisionmaking at the field level. The Division reviewed field office organizations and analyzed the way authority is delegated. The results of these studies have placed authority and personnel management at the most effective organizational levels in the field. In addition to emphasis on the field office organization, the Division of Management Research has devoted attention to a reorganization and realignment of functions in the Headquarters Office and an analysis of the management, direction, and related personnel concerns of the BLM's Energy and Minerals Programs.

b) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Assistant Director, Administration

Field Administrators: Delegations vary between different functions and within the same function so that a general identification of field level administrators is not possible.

2) Authorizing Legislation

Federal Land Policy and Management Act, P.L. 94-579, 43 U.S.C. 1701 *et seq.* especially 1731, 1734, 1735, 1736, 1737; Title 5 U.S.C., P.L. 89-554 Government Organization and Employees especially Part III as amended by Civil Services Reform Act P.L. 95-454; Federal Property and Administrative Services Act of 1949 P.L. 81-288, 40 U.S.C. 471 *et seq.*; The Department of the Interior and Related Agencies Appropriation for 1981, P.L. 96-514, 94 Stat. 2957.

3) Funding

	1980 Actual	1981 Actual	1982 Planned
Authorization ($000's)	5,257	6,742	8,623
Appropriation ($000's)	4,253	5 664	76,647

4) Appropriation Structure

Title: Management of Lands and Resources

Activity: General Administration

5) Program Costs

	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Dollars ($000's)	8,709	5,383	8,580	76,647
Work Years	334	228	343	1,279

6) Performance

Work Units	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Process payroll documents (000's) of actions to process T/A reports, W-2's and the various entries which are part of payroll such as deductions bonds, etc.	1,250	1,250	2,000	2,000
Process billing & payments documents (000's)	15	100	175	100
Process personnel actions (#)	28,124	32,225	[a]55,000	45,000
Award negotiated contracts (#)	598	600	220	216
Award formally advertised contracts	346	360	411	404

[a]The processing of at least 12,000 personnel actions was attributed to the open season for life insurance. In addition, the implementation of an automated payroll/personnel system necessitated processing of at least 12,500 actions as a result of the annual pay increase. The system now also requires personnel actions to place WAE employees on leave without pay status, and to return them to duty and pay status. Other actions such as corrections, cancellations, and amendments to original actions are also included in this figure.

e) Audits/Evaluations Underway

Organization:	Office of the Inspector General (OIG)
Title:	Review of BLM's Financial Management System
Organization:	Office of the Inspector General (OIG)
Title:	Procurement Administration

f) Audits Planned

Organization:	Office of the Inspector General (OIG)
Title:	Procurement Activities—Denver Service Center

H.3. LAW ENFORCEMENT

a) Program Description

A law enforcement effort on the public lands began shortly before the passage of FLPMA. The Wild Free Roaming Horse and Burro Act of 1971 provided basic authority for the hiring of BLM's first special agents. Amendments to the Sikes Act of 1974 and other subsequent special acts added additional authority in specified areas. But it was the passage of FLPMA that gave BLM general law enforcement authority covering all its lands.

The legal jurisdiction on the public lands is proprietary[1] in nature. Therefore, State law also applies to the public lands and their resources.

BLM relies on three separate levels for its total law enforcement program:

1) Special agents, i.e., criminal investigators, who investigate major violations of Federal laws pertaining to the public lands. They are also responsible for total program coordination and liaison with State and local law enforcement officials.

2) Rangers, uniformed employees with law enforcement authority, are assigned only to the California Desert Conservation Area. They prevent violations by providing a high visibility through patroling the public lands.

3) Cooperative agreements with State and local law enforcement agencies that provide requested law enforcement services.

BLM law enforcement specialiats estimate that 85 percent of their work involves crimes against property, including wild horses. Something of the value and diversity of public land resources can be seen in the list of cases which special agents have investigated in the last five years; timber theft, wild horse killing and theft, desert land entry fraud, removal and theft of cactus for commercial use, mineral theft, range arson, destruction of recreation sites, trespass on public lands, removal or defacement of antiquities, and public lands survey marker destruction.

In 1981, BLM employed 17 rangers and 25 special agents, all well-trained in law enforcement. Many of them have degrees in some phase of public land management and all have completed an eight-week police school at the Federal Law enforcement Training Center or its equivalent.

b) Progress Report

Major investigations were initiated regarding:

- Thefts of Federal coal in Alabama;
- Fraudulent manipulation of the oil and gas lottery program;
- Theft of native desert vegetation in the Southwest; and
- Abuse of the Wild Horse and Burro Adoption Program.

Convictions have been obtained in all these areas and several were precedent setting.

In addition to criminal violations that require law enforcement actions, there are numerous cases of unauthorized use that are not criminal in nature, but are administrative or civil problems. Unauthorized use accounts for nearly 80 percent of all violations of regulations or laws that are used to administer the public lands.

Therefore, BLM has established the Resource Protection Staff to deal with all aspects of violations, either criminal or civil. The law enforcement section is responsible for all civil violations. This arrangement provides for complete integration of the Resource Protection Program in natural resource management as suggested by the Law Enforcement Program Analysis of October 1978.

c) Issues

- During FY 81 BLM worked with the Secretary to initiate the National Policy concerning "Unauthorized Use".
- The Bureau assisted the Federal Law Enforcement Training Center in the development of national guidelines and curriculum concerning Wildland Fire Investigations.
- BLM worked with the Federal Law Enforcement Training Center, the Department of Agriculture, and agencies within the Department of the Interior to develop the center curriculum for "Archaeological Resource Theft and Destruction Investigations".
- BLM assisted the Office of the Inspector General with investigations concerning fraudulent manipulation of the Oil and Gas Lottery program. Information gained has contributed to the developmant of guidelines and procedures.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Assistant Director, Technical Services

[1]Having less than absolute and exclusive right

Field Administrator: State Directors

2) Authorizing Legislation

Federal Land Policy and Management Act, 43 U.S.C. 1701 *et seq.* especially 1733, P.L. 94-579; Taylor Act, 43 U.S.C. 315, P.L. 23-482; Sikes Act, 16 U.S.C. 670, P.L. 95-420; Wild Free Roaming Horse and Burro Act, U.S.C. 1331-40 P.L. 92-1951; Land and Water Conservation Fund Act of 1965, 16 U.S.C. 406b, P.L. 88-5758; National Trails Act, 16 U.S.C. 1061-64, P.L. 59-209; Antiquities Act, 16 U.S.C. 433, P.L. 59-209; Unlawful Enclosure Act, 43 U.S.C. 1061-64, P.L. 48-149; Act of June 3, 1878, 16 U.S.C. 604-606; Archaeological Resources Protection Act of 1979, 16 U.S.C. 470aa *et seq.*, P.L. 96-95; 18 U.S.C. Crimes and Criminal Procedures especially 47, 111, 641 1601, 1361, 1510, 1851, 1861; The Department of the Interior and Related Agencies Appropriation for Fiscal Year 1981, P.L. 96-514, 94 Stat. 2957.

3) Funding

	1980 Actual	1981 Actual	1982 Planned
Authorization ($000's)	2,213	3,028	4,196
Appropriation ($000's)	923	1,261	1,542

4) Appropriation Structure

Title: Management of Lands and Resources

Activity: Administration and Law Enforcement

Subactivity: Law Enforcement

5) Program Costs

	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Dollars ($000's)	924	1,711	1,247	1,542
Work Years	19	22	24	25

6) Performance

Work Units	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Cooperative Agreements	34	52	52	52
Cases Investigated	524	750	841	750

I. Areas of Critical Environmental Concern

I. AREAS OF CRITICAL ENVIRONMENTAL CONCERN

a) Program Description

In response to several recommendations by the Public Land Law Review Commission, the Congress provided a specific management mandate for "areas of critical environmental concern" (ACEC's) which Congress defined as:

> "areas . . . within the public lands where special management attention is needed (when such areas are developed or where no development is required) to protect and prevent irreparable damage to important historical, cultural, or scenic values, fish and wildlife resources, or other natural systems or processes, or to protect life and safety from natural hazards."

The Federal Land Policy and Management Act (FLPMA) also provided that the identification of ACEC's be given priority in the "inventory of all public lands and their resources and other values" but that such identification "shall not, of itself, change or prevent change of the management or use of public lands" (section 201(a)).

In the legislative history of FLPMA, Congress made clear that it viewed ACEC's as special places within the public lands.

On August 20, 1980, BLM published in the *Federal Register* its policy and procedural guidelines for a process to identify, designate, and manage ACEC's. This provided for ACEC identification and management to be accomplished through BLM's on-the-ground resource management planning process as an integral part of each resource program's inventory and planning function. Under the guidelines, an approved Resource Management Plan constitutes the offfcial designation of an ACEC. BLM will thus be committed to managing the resources, values, or hazards for which the area was designated in accordance with ACEC's special management requirements to ensure the protection of the most environmentally important and fragile lands. The management policy would allow compatible multiple uses, including commodity production to the extent they do not unduly risk life or safety or cause irreparable damage to the ACEC resources or values being protected.

b) Progress Report

As of fiscal year 1981, 81 ACECs had been designated; 75 in the California Desert Conservation Area, three in New Mexico, and one each in Idaho, Oregon, and Wyoming. Values cited in these designated areas include: critical wildlife habitats; unique cultural sites; important paleontological resources; and outstanding scenery.

ACECs will continue to be identified and recommended for designation as part of the ongoing resource management planning process. If a Resource Management Plan (RMP) contains recommended ACECs those ACECs are formally designated upon approval of the RMP.

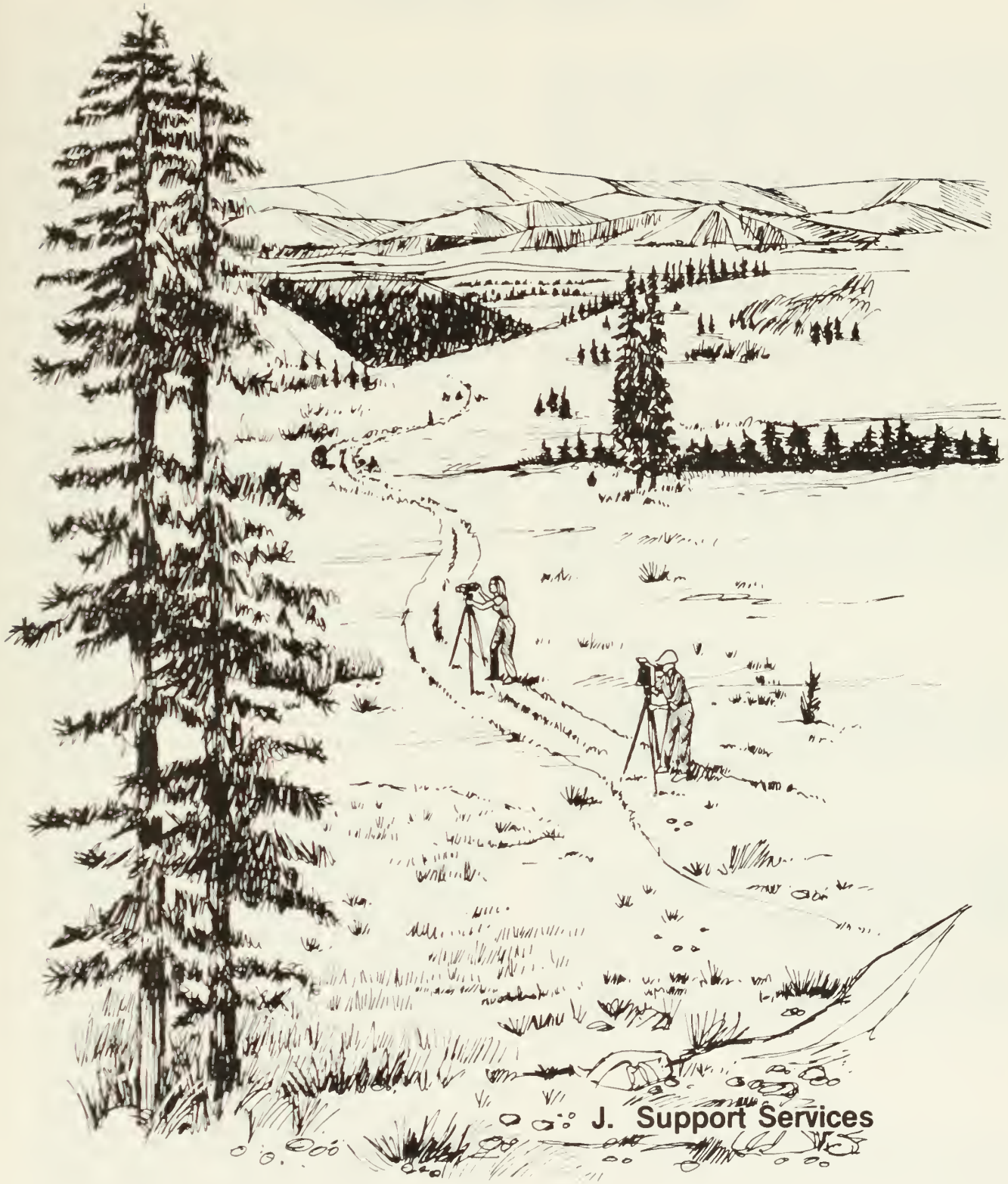
ACEC management plans are being developed and special attention is being given to implementing the management requirements of designated ACECs.

c) Issues

With the projected increase of activities on public lands, important natural and cultural resource values may become more susceptible to irreparable damage. Therefore it will become increasingly important to recognize those values and provide for the necessary special management attention to be afforded ACECs.

d) Budget

The responsibility for developing and implementing specific ACEC management plans lies with the primary benefitting resource program.



J. Support Services

J. SUPPORT SERVICES

J.1. FIRE MANAGEMENT

a) Program Description

The Fire Management Program shares with the rest of BLM the broad purpose of protecting and enhancing the resources of the public lands in order to preserve their capability to meet the resource needs of the Nation. More specifically, BLM is responsible for protecting property and natural resource values on the public lands from wildfire; rehabilitating areas damaged by wildfire; and ensuring that "prescribed burning" designed to accomplish a variety of resource management objectives is safely conducted and controlled.

BLM carries out these responsibilities on approximately 440 million acres, including some land administered by other Federal agencies, States, and private parties. It contracts with other Federal, State, and private agencies to protect roughly 6 million acres of this total. Approximately 220 million acres half the total, are in Alaska.

BLM has entered into cooperative agreements on fire suppression with other agencies, and fire suppression resources not being used by BLM are available to the National Park Service, Fish and Wildlife Service, Bureau of Indian Affairs, and the Forest Service upon request. States may also benefit from this arrangement where agreements have been negotiated.

The Boise Interagency Fire Center (BIFC) in Idaho serves as BLM's fire suppresion support center for maintaining and mobilizing interagency firefighting resources. It is sometimes called upon when fires get beyond the control of local BLM, Forest Service, Bureau of Indian Affairs, Fish and Wildlife Service, or National Park Service officials. BIFC also houses a fire training development center for firefighters from all parts of the country, a communications monitoring and weather command station, and a center for equipment development and research.

Recent trends show an increaae in the number of person-caused fires and a decrease in the acreage burned for two reasons. First, increased use of public lands has raised the incidence of fire, even though fire prevention programs have kept the rate of this increase lower than the rate of increased use. Second, in 1972, BLM modified its priorities from combating large "disaster" fires and improved both its initial attack capabilities and early fire detection systems. Consequently, most wildfires are now brought under control sooner and the acreage burned is less than in the past.

BLM's plans for carrying out its fire management responsibilities are contained in the Normal Fire Year Planning System developed for each BLM District. In the Normal Fire Year Plan, BLM categorizes all public lands into classes of fire problems. These fire problem classes are based upon historical data of fire occurrence, the value of resources threatened by fire and the estimated behavior of a fire. Operational plans for resolving the fire problem of each class are then developed, tested and evaluated for effectiveness. The final force structure and equipment needs displayed in the plan become the basis for the annual budget. BLM's comprehensive Normal Fire Year Plan was completely updated in 1979.

As techniques for controlling fire have improved, all Federal agencies having wildfire suppression responsibilities have been able to adopt new procedures to use fire as a resource management tool. Prescribed burning is used to enhance wildlife habitat, improve range forage mixes, improve watersheds, improve the visual backdrop, and remove forest harvest residue, as well as many other applications.

b) Progress Report

For BLM in the West, the 1981 calendar year fire season could be described as moderately severe. Large acreages were burned in Idaho and Alaska. The fire season saw 2,870 fires with a total acreage burned of 1,157,975 acres.

BLM's 1981 achievements were as follows:

1) The Automatic Lightning Detection System (ALDS) was operational in 1981. Demand by Federal and non-Federal users reached an all time high, beyond the Bureau's capability. Integration of ALDS and real-time weather was tested to provide management with all phases of fire potential.

2) BLM developed draft prescribed fire qualifications for people performing prescribed burn operations.

c) Issues

BLM is encouraging more use of prescribed burning as a tool in BLM's stock of resource management techniques. Only recently have BLM policies and knowledge of the efforts of fire on vegetation reached a point where fire can be set for positive purposes. Resource managers have long known that prescribed burning is a cost-effective way of controlling the growth of brush on rangelands, limit-

ing competition from undesirable plantlife, improving wildlife habitat and limiting the buildup of flammable debris. BLM has been studying the efects of fire on various ecosystems and has prepared a handbook of guidelines for the use of prescribed burning. Although technical problems remain, public awareness is now the major difficulty.

The passage of the Alaska National Interest Lands Conservation Act (ANILCA) will transfer the majority of the currently administered BLM land to other Interior agencies, Natives, and the State of Alaska. BLM has provided the major fire suppression to all lands in Alaska, including some State and private lands because BLM already needed to maintain a large fire organization to accomplish its mission. Further, legal requirements written into the Alaska Native Claims Settlement Act specified the Federal Government would provide fire suppression until the lands were "income producing."

With the implementation of provisions in ANILCA, BLM will manage less than 100 million acres and will have an annual fireload of approximately 65-75 fires. Other Interior agencies will manage approximately 140 million acres with a fireload of 150-200 fires per year and the State of Alaska lands will have a fireload of approximately 100 to 150 fires per year. This reduction of approximately 75 percent of lands in Alaska administered by BLM also reduces the fire management responsiblity in Alaska. However Interior agencies are working toward giving BLM the authority to provide protection for all Interior managed lands and Native lands in Alaska. This authority is expected to be transferred by the end of 1982.

Due to recent and impending budget reductions, the National Weather Service has indicated a need to drastically reduce or eliminate the "Fire Weather Forecasting Service", used by Federal and State agencies. They have requested that the affected agencies provide the support and funding needed to provide Fire Weather Forecasting. The agencies refused to provide the support and funds, claiming it is the Weather Services's responsibility to provide this service. The service is absolutely essential for any level of protection of the natural resources and it is expected that a resolution or compromise will be reached prior to the 1982 fire season.

New technology presently exists to allow fire suppression organizations to locate forces in areas having a probability of high fire ignition potential. The system can provide the location of the lightning strike, the associated weather conditions, the type of fuel the strike hit, the calculated survival of the ember, and the rate of spread. The components of this system are all proven working systems. The remaining problems are the acquisition of the dedicated computer necessary to calculate the fire danger information and distribute the information.

The fire management program is being accelerated to provide the use of fire as a tool to modify vegetation. Fire, which is a relatively inexpensive and natural method of vegetative manipulation, is being used more and more due to restrictions placed on other methods. In order to achieve resource management objectives with fire, individual plans must be developed for each fire which will provide the desired results yet accomplish the burn under controlled conditions. This planning effort is time consuming and requires an extensive background in fire control as well as a background in fire effect on natural resources.

d) Budget and Performance Analysis (Fire Management)

The cost of suppreasion of major wildfires and subsequent rehabilitation work is traditionally reimbursed by the Congress in the following budget year.

1) Administrative Responsibility

Program Administrator: Assistant Director, Technical Services

Field Administrators: State Directors and District Managers

2) Authorizing Legislation

Federal Land Policy and Management Act, P.L. 94-579, 43 U.S.C. 1732; Timber Protection Act of 1922, P.L. 67-315, 16 U.S.C. 594; Reciprocal Fire Protection Agreement Act of 1955, 43 U.S.C. 1856 a-d; The Department of the Interior and Related Agencies Appropriation for Fiscal Year 1981, P.L. 96-514, 94 Stat. 2957; Alaska National Interest Lands Conservation Act of 1980, P.L. 96-47, 94 Stat. 2371.

3) Funding

	1980 Actual	1981 Actual	1982 Planned
Authorization ($000's)	15,752	18,422	22,744
Appropriation ($000's)	8,710	9,414	7,153

4) Appropriation Structure

Title: Management of Lands and Resources

Activity: Renewable Resources Management Subactivity: Fire Management

5) Program Costs

	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Dollars ($000's)	8,710	9,305	9,520	7,153
Work Years	220	193	192	153

6) Performance

	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Fire Management Plans (number)	8	14	10	5
Prescribed Burns (number)	61	45	104	50

Firefighting and Rehabilitation

6) Funding

	1980 Actual	1981 Planned	1982 Planned
Authorization ($000's)	As Needed	As Needed	As Needed
Appropriation ($000's	49,750	49,750	4,560

7) Appropriation Structure

Title: Management of Lands and Resources

Activity: Firefighting and Rehabilitation

8) Program Costs

	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Dollars ($000's)	43,380	4,750	41,119	4,560
Work Years	1,228	-	1,317	950

9) Performance

	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Number of Fires	2,439	N/A	2,870	N/A
Acres burned	572,218	N/A	1,157,975	N/A

e) Audits/Evaluations Planned

Organization: Office of the Inspector General

Title: Review of Firefighting Equipment and Supplies Maintained at the Boise Interagency Fire Center

J.2. DATA MANAGEMENT

a) Program Description

BLM initiated a study in 1974 to determine its data management requirements for resource and administrative programs. The result of this study, known as the "Strategic Plan for Information Systems Management," is the principal BLM guide for developing data systems and calls for a 7 to 12 year effort to improve data storage, manipulation, and analysis. In FY 81 this plan was updated to identify current priorities and needs to meet today's program emphases and achieve cost efficiencies.

The plan calls for BLM data management capabilities to include: 1) a series of data banks to replace voluminous existing files; 2) easier access to data by headquarters and field offices; 3) capability for remote entry, update, and retrieval of data; 4) availability of textual, numeric, and graphic material in the format desired by the user; 5) land use and yield trend information; 6) word processing; 7) production of year-end and other periodic reports; and 8) the capability to process and analyze data to assist management in making better resource decisions.

FLPMA gave BLM a strong legislative mandate for comprehensive land-use management, a mandate that was further underscored by the Public Rangelands Improvement Act in 1978. The more recent Paperwork Reduction Act of 1980 emphasizes sound use of automatic data processing in the Federal Government. To comply with these mandates and other national needs and respond to a rapidly growing need for analysis of large amounts of data, BLM is in the process of expanding its automated

capability for gathering, storing, processing, and retrieving resource and other pertinent information. This program incudes remote sensing, micrographics, various aspects of telecommunications as well as the traditional automatic data processing elements.

The computer systems being developed will support one or more of the program functions related to management of energy and minerals, lands, range, forestry, watershed, wildlife, recreation, cadastral survey, fire protection, roads and trails, access, transportation and rights-of-way, personnel, property, and financial management. Under the concept advocated by the Commission on Federal Paperwork and being implemented by BLM, all information storage, manipulation, and retrieval capabilities are managed as an integrated set of activities.

The remote sensing program promotes the use of specific, technology intensive methods to accomplish the Bureau's resource management objectives. The program is responsible for the following:

- application of environmental information obtained by space borne technology to inventory renewable and mineral resources and assess the effects of OCS development;
- production of thematic displays for management planning which merges remotely-sensed information and digitized supplemental data; and
- guidance on the use of satellite communication to transmit synoptic environmental information from remote data collection stations to centralized user locations.

Remote sensing technologies are demonstrating significant dollar and time savings for BLM, as well as providing better decisionmaking tools for management.

In summary, an efficient information management system is essential to the efficient and effective accomplishment of BLM's resource management and public service responsibilities.

b) Progress Report

1) Automatic Data Processing

Emphasis was directed in FY 81 toward increasing the capability of the State Offices to support local resource management program requirements. This included upgrading all State Office mini-computers, improving State Office organization and facilities for information systems, and working on developing new application programs to meet field needs.

There are now 47 different computer systems involving about 725 different programs operational on the mainframe 66/80 Honeywell Computer at the Denver Service Center. These programs vary from basic administrative programs to handle such items as finances and personnel to resources programs involving energy and minerals, forestry, range, cadastral survey and fire.

The original Strategic Plan was reviewed during 1981 and changes made to reflect current priorities and needs. Refinements in the financial management systems will be made to provide better data for improved management operations and cost efficiencies. Work will also be directed toward improving methods for handling various case management operations involving energy and minerals, lands, forestry, range and other resource programs.

Work was conducted on automating the simultaneous oil and gas drawing entry system. Phase I of the revised process covering a manual system to process applications was completed. Work is progressing on Phase II to automate this process. This is about 75 percent complete. Funds were provided to upgrade the mini-computers in all State Offices to assist in leasing work in the future.

Work continued on development of a Bureauwide computer graphics process. The ADS/MOSS graphic application package was tested in Wyoming and New Mexico. Further refinements are needed so that this will satisfy various users' needs.

Utilizing the mining claim recordation (MCR) on-line automated system, BLM has recorded approximately 1.4 million mining claims on the public lands. During FY 81, 190,000 mining claims were received and 315,000 mining claims recorded, therefore, reducing the backlog from 140,000 to 15,000. For all practical purposes, the Bureau is now on a pipeline basis as related to the mining claim automated system.

Nine State Offices are currently placing special emphases on microfilming the mining claim documents and returning the paper documents to the claimant or destroying the paper in accordance with the Bureau's disposal schedule. BLM has microfilmed 225,000 mining claim case records and returned or destroyed some 69,000 MCR records resulting in space savings of 510 cubic feet.

Work continued on development of the Trial Project. This will automate land legal survey descriptions and identify land ownership. Development of the land survey portion is complete and implementation will be initiated in 1982. Development of the land status (ownership) part is about half done and will be completed by the end of 1982.

Work also continued on development of improved procedures for processing the Soil Vegetation Inventory Method (SVIM) survey data. In addition, inventory data on 22 different survey areas were processed. Another 30 areas will be completed in 1982. These data will aid in sound land management decisions and provide a base for future long-range monitoring studies.

2) Remote Sensing

The year 1981 marked the transition from developing ground cover classification techniques using Landsat data to operationally applying these techniques in fulfilling State Office needs. Twelve million acres of vegetation in Alaska, Arizona, Idaho, and New Mexico were classified at a cost savings of more than $0.08/acre over traditional labor-intensive ground cover classification methods. Fuel load maps for the fire protection program were prepared for various areas of BLM responsibility in Alaska and the Vale District in Oregon for use with automatic lightning detectors. Such maps permit rapid assessment of potential fire risk from remote strikes. New applications under development in 1981 include monitoring albedo change to identify unauthorized mine trespass in Florida and Alabama. Techniques are also being developed to automate range type area designations for range use by merging vegetation, soil and elevation information. In the past, these basic BLM responsibilities have either depended on labor-intensive operations or have not been possible with limited personnel. In 1981, Landsat technology is permitting BLM to accomplish its mission better over vast areas with less manpower commitment.

c) Issues

Increased use of ADP and remote sensing techniques is necessary if the Bureau is to intensify its land management operations to meet local State and national needs. Technology-intensive methods must be utilized rather than labor-intensive methods to meet the increasing demands on the public lands. This is especially important to assist current efforts to reduce Government spending. Expanded use of such cost-effective tools needs to be recognized as a key challenge as well as an opportunity.

d) Budget and Performance Analysis

1) Administrative Responsibility

Program Administrator: Deputy Director for Services

Field Administrators: State Directors and Director, Eastern States Office

2) Authorizing Legislation

Federal Land Policy and Management Act of 1976, P.L. 94-579, 43 U.S.C. 1711, 1731, 1732, 1781; The Department of the Interior and Related Agencies Appropriation for FY-81, P.L. 96-514, 94 Stat. 2957.

3) Funding

	1980 Actual	1981 Actual	1982 Planned
Authorization ($000's)	19,183	22,883	20,583
Appropriation ($000's)	14,990	18,714	11,900

4) Appropriation Structure

Title: Management of Lands and Resources

Activity: Planning and Data Management

Subactivity: Data Management

5) Program Costs

	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Dollars ($000's)	15,588	16,286	16,335	11,000
Work Years	298	283	295	255

6) Performance

	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Office Installation of Data Processing Equipment (minicomputers)	11	-	[a]12	-
Office Installation of Terminal Equipment	200	42	47	30

[a]Upgrade of existing minicomputers

e) Audits Completed

Organization:	Bureau of Land Management
Title and Date:	Bureauwide ADP Evaluation, June 1, 1981
Major Findings:	Application work on "software" is occurring at all levels of the organization with little attempt to ensure compatibility, reduce duplication of effort, or ensure that programs meet the needs of all levels of the organization. There was a general recognition that some type of authorization should be required prior to development of software and the need for compatibility of program systems.
BLM Action:	A standardized process for software development has been issued. There is an inventory of the current software programs in progress and upon completion the following will be done: 1) All application programs will be reviewed; duplication will be eliminated; and additional program needs will be identified by May 1, 1982. 2) Program needs will be prioritized and scheduled through the Annual Work Plan (AWP) process.

J.3. CADASTRAL SURVEY

a) Program Description

A cadastral survey marks and defines the legal boundaries of a tract of public land by establishing monuments, or corner marks, on the ground and recording their location in field notes and plats. Surveys serve as the basis for patents and other documents used for conveyance of public lands out of Federal ownership and for overall administration and management of lands retained in Federal ownership. Also included in the Public Land Survey System (PLSS) are Federal boundaries on the Outer Continental Shelf. BLM acquired responsibility for the administration and execution of cadastral surveys when the General Land Office was merged with the Grazing Service to form BLM in 1946.

Legally defensible boundaries are essential for identification of ownership so that the management of the public lands can proceed. Legal property descriptions are required for public land transfers, energy development, easement acquisition, timber sales, and grants of right-of-way.

Cadastral Survey also resurveys those areas where markers have become lost or obliterated for the purpose of defining the boundaries between Federal and State land.

Cadastral survey information is depicted on a base through the use of cartographics. The accurate portrayal of land records and status on a geographically referenced base is of prime importance to land managers, both public and private. Many of the BLM mapping requirements are satisfied through cooperative efforts with other Federal agencies.

Much of Cadastral Survey's work in the Lower 48 States is performed on a reimbursable basis for other Federal agencies. BLM performs surveys for the Forest Service, Bureau of Indian Affairs, National Park Service, the Bureau of Reclamation, U.S. Fish and Wildlife Service, the Department of Defense, and occasionally the Department of Justice. Unless approved by BLM, surveys do not carry the full weight of Federal law and do not become part of the public land records system. The Forest Service (FS) and the National Park Service (NPS) have each signed a Memorandum of Agreement (MOA) with BLM which cites the conditions under which personnel of the FS and NPS can execute field surveys under BLM special instructions and official approval.

Original survey work remains a major program element in Alaska, where 90 percent of all original survey work is now performed. The Alaska Statehood Act of 1958 required the State to select 105 million acres of Federal lands within 25 years. The task of surveying those lands was compounded by the Alaska Native Claims Settlement Act of 1971 (ANCSA), which provided for a grant of 44 million acres of Federal land to the State's Eskimos, Indians, and Aleuts, as well as for the designation of additional acreage as national parks, wildlife refuges, national forests, and wild and scenic river areas. Before title to any of this land can be transferred to Natives or to State and Federal agencies, boundaries must be surveyed, private rights identified, and municipal boundaries and specialized sites defined.

This sudden increase in surveys needed in Alaska spurred BLM to find new survey technologies. The Auto-Surveyor, an inertial guidance system which can identify an in-flight aircraft's exact longitude and latitude position, was adopted to help meet these survey needs. The use of contractors to perform large-scale original surveys was also implemented with the increase in Alaska survey needs.

b) Progress Report

BLM has completed roughly 75 million or 50 percent of the 149 million acres of boundary survey work in Alaska required under the Alaska Statehood Act and the Alaska Native Claims Settlement Act (ANCSA) prior to land transfers to the State

and to Native groups. These boundary surveys, however, do not complete the survey work needed to convey the lands to the Natives and the State. The internal surveys to identify private rights is still needed. In addition, 290 million acres remain unsurveyed in Alaska. This 290 million acres includes the millions of acres of surveys needed to identify boundaries of national parks, forests, wildlife refuges, and wild and scenic rivers created by the Alaska National Interest Lands Conservation Act (ANILCA).

Two new survey technologies were implemented in FY 81. Automated Plat Drafting was implemented in Colorado and has reduced field survey costs. A system using total station and doppler survey equipment to provide geographic position coordinates for Public Land Survey System (PLSS) corners was also implemented in Colorado. As part of this system, computer software has been developed to compute the PLSS corner positions from raw field or archival cadastral survey data. This is increasing the cost effectiveness of dependent resurveys.

c) Issues

The backlog of unsurveyed public land is the primary issue in the Cadastral Survey Program. Over 300 million acres of public land have yet to be surveyed. It is estimated that it will take hundreds of years to complete these surveys. Over the last decade problems in staffing, funding, interagency coordination, workload, planning, and organization have contributed to the slow reduction of this backlog.

d) Budget and Performance Analysis *Alaska Program*

1) Administrative Responsibility

Program Administrator: Assistant Director, Technical Services

Field Administrators: Director, Alaska State Office

2) Authorizing Legislation

Federal Land Policy and Management Act of 1976, 43 U.S.C. 1711, 1728, P.L. 94-579; Department of the Interior and Related Agencies Appropriation for FY 81, P.L. 96-514, 94 Stat. 2957; Alaska Native Claims Settlement Act of 1971, 43 U.S.C. 1612, P.L. 92-203; Alaska Act of Admission as amended, 48 U.S.C. 2, P.L. 85-508; Alaska National Interest Lands Conservation Act of 1980, P.L. 96-47, 94 Stat. 2371.

3) Funding

	1980	1981	1982 Planned
Authorization ($000's)	11,092	11,312	11 616
Appropriation ($000's)	11,320	11,510	9,418

4) Appropriation Structure

Title: Management of Land and Resources

Activity: Cadastral Survey

Subactivity: Alaska Survey

5) Program Costs

	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Dollars ($000's)	10,943	11,010	11,835	9,418
Work years	93	93	185	167

Acres Required to be Surveyed	Through FY 81	Estimate FY 82	Remaining to be Surveyed	Planned for Completion by
ANCSA (44,000)	27,818	1,669	14,513	1986
State Sections (104,450)	43,838	1,730	58,882	1995
All Other (226,854)	40,647	1,013	185,194	2000+
Total (375,304)	112,303	4,412	258,89	

e) Budget and Performance Analysis *Lower 48 States*

1) Administrative Responsibility

Program Administrator: Assistant Director, Technical Services

Field Administrator: Director, Denver Service Center & Directors, State Offices

2) Authorizing Legislation

Federal Land Policy and Management Act of 1976, 43 U.S.C. 1711, 1738, P.L. 94-579; Department of the Interior and Related Agencies Appropriation for FY 81, P.L. 96-514, 94 Stat. 2957; Act of May 18, 1796, (1 Stat. 465).

3) Funding

	1980	1981	1982 Planned
Authorization ($000's)	11,101	11,481	12,257
Appropriation ($000's)	13,040	13,612	9,836

4) Appropriation Structure

Title: Management of Lands and Resources

Activity: Cadastral Survey

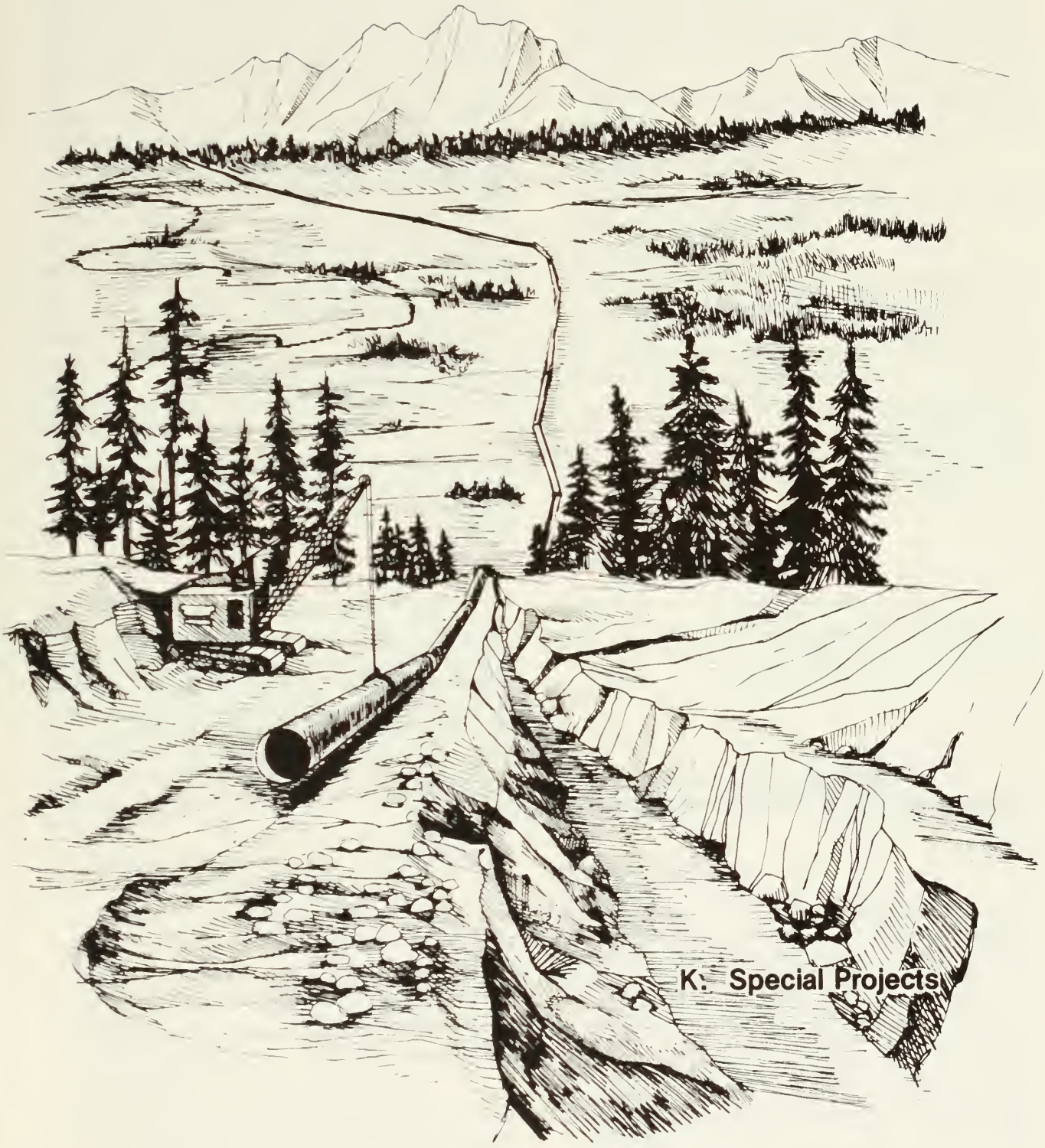
Subactivity: Lower 48 States

5) Program Costs

	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Dollars ($000's)	15,720	13,112	14,177	9,836
Work Years	238	237	384	293

6) Performance

Work Units	1980 Actual	1981 Planned	1981 Actual	1982 Planned
Cartography (number)	323	371	404	390
Original Survey (miles)	344	135	85	50
Resurveys (miles)	5,811	5,616	3,216	4,500
Special Surveys (miles)	232	28	33	40
Remonumentation (number)	840	100	395	400



K. Special Projects

K.1. Program Description

BLM is responsible for administering energy development projects and nonenergy projects on or crossing public lands. BLM also has lead responsibility for environmental analysis of projects involving authorization for public land use. These projects may have regional, national, or international significance needing high-level Bureau, Departmental, and interagency guidance and coordination. The Office of Special Projects (OSP), reporting to the BLM Director, was created to provide this critical executive guidance.

The Office of Special Projects in FY 81 consisted of two offices: 1) The Headquarters Office, located in Washington, D.C., was responsible for overall management and coordination of BLM's, and in some cases, the Department's efforts to manage special projects assigned to OSP by the Director. 2) The Special Projects Environmental Impact Team (SPEIT) is a group of technical and administrative personnel responsible for preparing and processing EIS's on special projects. Although located in Denver, Colorado, to be close to the project sites, SPEIT is a part of the Headquarters Office.

The focus of activity was on those projects of a regional nature requiring significant inter-Departmental policy and procedural coordination for the development of major, non-Bureau initiated facilities. Normally, all actions from the time of designation as a special project through publising the final environmental statement were managed by OSP.

The OSP was also involved in management of sensitive projects which are assigned by the Director. Emphasis is placed on major interstate reimbursable projects and on proposals for major energy facility developments. Nonenergy projects may also be designated as special projects. To be considered for designation as a special project, a proposal should include one or more of the following characteristics:

- Is identified as having a key, quantifiable role in meeting national energy goals;
- Is proposed or processed by virtue of a legislative act specifically for the project;
- Requires extensive coordination and consultation at executive levels above the Bureau;
- Is an integral part of a larger project of national significance which is the responsibility of another agency;
- Involves more than one BLM State Office's jurisdiction and is of social or economic importance on a regional, national, or international scale;
- Is an early effort in an issue area and likely to set precedents or establish standards for quality; and
- Is likely to attract major political or legal attention.

Projects assigned to OSP in 1981 included:

Alaska Natural Gas Transportation System (ANGTS)

Energy Transportation Systems, Inc. (ETSI) Coal Slurry Pipeline

Northern Tier Pipeline

Allen-Warner Valley Energy System

San Juan Basin Action Plan

Rocky Mountain Pipeline

San Gorgonio Pass Wind Generation Site

Trans-Alaska Crude Oil Pipeline (TAPS)

The progress and issues of these projects are discussed in the following sec tions.

A reorganization of the BLM Washington Office, effective in FY 82, dissolved the Office of Special Projects and transferred the responsibility for administering "Special Projects" to the appropriate State Directors.

Audits/Evaluations Underway

Organization:	General Accounting Office
Title:	The Desirability of Greater Advance Public Planning for the Location of Energy Facilities

K.2. ALASKA NATURAL GAS TRANSPORTATION SYSTEM (ANGTS)

a) Progress Report

The ANGTS is a project to transport natural gas from Prudhoe Bay, Alaska, via a 48-inch pipeline to markets in the lower 48 states. ANGTS will also transport natural gas from sources in Canada. The 4,790-mile pipeline system includes 741 miles in Alaska, 2,021 miles across Canada splitting into western and eastern legs north of Calgary, Alberta, 911 miles of the western leg extending south to the San Francisco area, and 1,117 miles of the eastern ("northern border") leg extending from Montana to a point south of Chicago, Illinois. The pipeline is designed to carry about 2.4 billion cubic feet of natu-

ral gas daily. The ANGTS is estimated to cost about $25 billion and will be the largest privately financed construction project ever undertaken. It is scheduled for completion in 1984. The eastern leg is the subject of a suit filed by the State of North Dakota and joined by South Dakota to determine State authority in route selection.

A supplementary grant has been issued for the microwave towers in Montana. The Northern Border pipeline Company has started construction.

On December 1, 1980, The Secretary signed the right-of-way grant for the Alaska portion of the ANGTS. In March of 1980, the right-of-way grant for a pre-built portion of the western leg was issued, and construction completed in 1981. The eastern leg right-of-way grant was issued in March, 1981. The pipe line is now under construction.

K.3. ENERGY TRANSPORTATION SYSTEM INC. (ETSI) COAL SLURRY PIPELINE

a) Progress Report

This coal slurry pipeline is designed to carry 37.4 million tons of coal per year through a 46-inch buried pipe. The total length is in excess of 1,800 miles originating with five coal mines in Wyoming and serving six power plants in Oklahoma, Arkansas, and Louisiana. It will cross six miles of BLM land and 26 miles of Forest Service land. The final EIS was published July 1981. ETSI has requested BLM to analyze a new route alternative; the Wyoming-Colorado Intertie Pipeline which would go through northeastern Colorado into Kansas. The analysis will supplement the final EIS.

K.4. NORTHERN TIER PIPELINE

a) Progress Report

The Northern Tier Pipeline is designed to carry crude oil from the Pacific Coast to refineries of the northern tier and midwestern States. It will extend about 1,500 miles from a marine terminal at Port Angeles, Washington to existing pipeline connections at Clearbrook, Minnesota. The pipeline will initially carry 700,000 barrels per day (b/d), with eventual capacity of 930,000 b/d.

On January 17, 1980, President Carter accepted Interior's recommendations and issued his decision in favor of Northern Tier (over three alternatives), contingent on hooking up with Puget Sound refineries and a showing by Northern Tier of adequate financing. Northern Tier received the right-of-way grant from Interior within 92 days of the President's decision (April 21, 1980). If Northern Tier fails to acquire adequate financing or its Washington State permit, Trans Mountain Pipeline Company would be offered the same opportunities afforded Northern Tier under the provisions of Title V of the Public Utility and Regulatory Policies Act of 1978. This would mean an alternative route from Low Point, Washington to Edmonton, Canada and then to an existing distribution system that would supply essentially the same refineries as Northern Tier.

The Energy Facility Site Evaluation Council (EFSEC) for the State of Washington is conducting contested case hearings. Once the hearings are complete, EFSEC will prepare a final order with recommendations to the Governor of Washington. He will then have 60 days to make a decision approving or disapproving the pipeline. The decision is expected in early FY 82.

b) Issues

Lawsuits were filed against the U.S. by: 1) No Oil Port, Inc,; 2) the lower Elwha Band of Klallam Indians; and 3) Port Angeles and Clallam County. Challenges in this suit dealt with the Public Utilities and Regulatory Policies Act (1978) decisionmaking process and the National Environmental Policy Act (1969) procedures. The Justice Department filed a motion for summary judgment in September 1980 and the judge ruled in favor of the Federal Government in early February 1981 on all issues except Indian plaintiff tribes' allegations regarding alleged treaty violations. This issue has been the subject of further court proceedings and on January 21, 1982, they were argued before the district court. A decision is pending. All of the other issues were appealed to the U.S. Court of Appeals for the Ninth District.

K.5. ALLEN-WARNER VALLEY ENERGY SYSTEM

a) Progress Report

The Allen-Warner Valley (A-WV) Energy System is a cooperative venture by seven parties who propose to develop a complex energy system involving two power plants, a coal slurry pipeline system, a coal field, a water project, and a transmission line system in Utah, Arizona, Nevada, and California. The Nevada Power Company (NPC), the Southern California, Edison Company (SCE), the Pacific Gas and Electric Company (PG&E), and the City of St.

George, Utah, four of the participants, would own the coal slurry pipeline and electrical generating and transmission components of the system. Utah International, Inc. (UII), would mine its own existing coal leases, as well as those held by Nevada Electric Investment Company. The water projects would be owned by the Washington County (Utah) Water Conservancy District. Approximately 85 percent of the power produced by the system would be consumed in the California utilities (SCE and PG&E) service areas.

One coal-fired steam-electric generating plant, Harry Allen, would be located 25 miles northeast of Las Vegas, Nevada and the other plant, Warner Valley, would be located 13 miles southeast of St. George, Utah. Approximately 10 million tons of coal would be mined (underground and surface) annually from the Alton coal field, near Kanab, Utah, and transported 170 miles in slurry form via a 12-inch pipeline to the Warner Valley plant and a 22-inch pipeline to the Harry Allen plant. About 10,000 acre-feet of deep groundwater would be used annually to transport the slurried coal to the power plants. Cooling water for the Warner Valley plant would be supplied from a 55,000 acre-feet offstream reservoir, a component of the water project, which would receive its water from diversions from the Virgin River.

Transmission facilities would include: 1) a 138-KV line from the Warner Valley plant to the St. George substation; 2) a double circuit 345-KV line between the Warner Valley and the Allen plants; 3) two 230-KV lines from the Allen plant to the Pecos substation near Las Vegas, Nevada; and 4) two 500-KV lines from the Allen plant to the Lugo substation near Victorville, California.

On January 15, 1981, the Secretary of the Interior authorized the use of public lands for the Harry Allen Power Plant, a coal slurry pipeline to the power plant, and transmission facilities through the California Desert Conservation Area within the Interstate 15 utility corridor. Decisions on the Warner Valley Power Plant and the water project are postponed pending a decision on the air quality permit by EPA and until discussions between the Fish and Wildlife Service and the Washington County Conservancy District concerning the woundfin minnow are concluded.

b) Issues

1) Air Quality

Siting of both power plants involves air quality concerns. In early January 1981, EPA issued a notice of its intent to issue a Prevention of Significant Deterioration (PSD) permit for the Harry Allen Power Plant.

2) Threatened and Endangered Species

The dwarf bearclaw poppy would be affected by construction of the Warner Valley reservoir and by indirect impacts resulting from the increased human population. The woundfin minnow would be affected by the reduction of Virgin River flows as water is diverted into the off-stream reservoir.

3) Water

Extraction of deep ground water for coal slurry purposes could affect existing wells and springs near the Alton coal field.

4) Southern Utah Coal Unsuitability Petition

The Office of Surface Mining Reclamation and Enforcement (OSM) has been petitioned by the Environmental Defense Fund, Sierra Club, Friends of the Earth, and seven Alton area landowners to declare certain lands within the Alton coal area, the proposed coal source for the A-WV energy system, as unsuitable for all or certain types of mining under Section 522 of the Surface Mining Control and Reclamation Act.

5) Need for the Project

The participants have indicated a need for the 2,500-MW powerplant for load growth purposes. Independent analyses, however, indicate a need for 2,135MW in 1990, primarily for reduction of oil-fired generation.

6) Loss of Sponsors

The Southern California Public Utilities Commission ruled in FY 81 that California did not have a need for power produced by this system at this time. SCE and PG&E, therefore, dropped out as sponsors of the system.

On May 24, 1978 Nevada Power Company filed suit in the United States District Court or the district of Utah, seeking to invalidate the regulations under which it was charged for cost reimbursement for the Allen-Warner Valley project. The Utah district court ruled adversely to the Department on April 24, 1981, and entered judgment on June 19, 1981, enjoining the Department from requiring cost reimbursement from Nevada Power under the present

regulations. The decision is presently on appeal to the Court of Appeals for the Tenth Circuit.

On May 29, 1981, Nevada Power instituted an action for refund in the Court of Claims, based on the favorable ruling of the Utah District Court. On the Department's motion, the Court of Claims case has been stayed pending the outcome of the Tenth Circuit appeal.

K.6. SAN JUAN BASIN ACTION PLAN (BISTI)

a) Progress Report

This is a complex project in Northwest New Mexico encompassing: a 2,000-MW coal-fired generating power station (by Public Service of New Mexico; a new town site for employees (land exchange); Preference-Right Lease Applications for coal; a regional coal leasing sale, in 1983; National Monument expansion; power transmission and water line rights-of-way permits for instate power transmission and nonculinary water lines.

The BLM New Mexico State Director has established a steering committee to oversee and direct the development of the complete San Juan Basin Action Plan.

b) Issues

The proposed project area has extensive vestiges of ancient cultures and animals, covering or enmeshed in *coal*. How to extract the coal and save the relics? Which surface areas must be reserved for viewing by future generations? These considerations must be coupled with National Park proposals, occupancy trespass, grazing of livestock, power lines and roads (access), town site developments, and people pressures.

K.7. ROCKY MOUNTAIN PIPELINE PROJECT (RMPP)

a) Progress Report

The Rocky Mountain Pipeline Project is a proposal to construct a 36-inch gas pipeline from southwest Wyoming across Utah and Nevada to Needles, California for a total of 610 miles. The pipeline has a designed capacity of about 800 thousand cubic feet per day (Mcfd) with initial start-up proposed for 413 (Mcfd).

BLM and the Federal Energy Regulatory Commission (FERC) are jointly preparing a final EIS scheduled for release in December 1981. To date, two major alternatives have been identified for the EIS. One, across Nevada and down the Owens Valley in California, is considered a route alternative. The second, a systems alternative makes use of looping the existing and proposed ANGTS pipeline in Idaho, Oregon, and California. Construction is to be complete within one year after issuance of the right-of-way grant.

b) Issues

The systems alternative may be in conflict with the Western Delivery System and the ANGTS from Stanfield, Oregon to San Francisco, California, requiring additional looping and larger diameter pipe.

K.8. SAN GORGONIO PASS WIND POWER GENERATION SITE

a) Progress Report

Wind Farms Limited and others have applied for right-of-way permits in San Gorgonio Pass, Riverside County, California, to erect wind generating machines on public lands.

Overall lead responsibility for this project was reassigned to the California State Director the summer of 1981 because the project no longer met the criteria for a special project. Since that time, BLM developed an interim policy on wind energy and a notice calling for expressions of interest was issued in the *Federal Register* August 26, 1981; the call closed October 26, 1981.

K.9. TRANS-ALASKA PIPELINE SYSTEM (TAPS)

a) Progress Report

On January 23, 1974, the Secretary of the Interior signed the right-of-way grant for the 789 mile Trans-Alaska Pipeline to deliver crude oil from its source at Prudhoe Bay on the north slope of Alaska via a 48-inch pipeline to the ice-free port of Valdez, Alaska, on Prince William Sound. Construction was completed in 1977 and the pipeline started transporting crude oil to tankers in Valdez for distribution to ports in the conterminous 48 States.

The Trans-Alaska Pipeline is designed for a peak flow of 2 million barrels a day. The present flow rate is 1.5 million barrels a day.

b) Issues

The Alaska BLM Office of Special Projects continues to monitor compliance with the grant stipulations. Primary emphasis is on suspected pipeline settlement areas, corrosion protection, crude oil leak detection systems, earthquake monitoring system, and coordination between Alaska Pipeline Service Company and Northwest Alaskan Pipeline Company where the two pipelines and the two companies' activities are in close proximity to each other.

c) Audits/Evaluations Completed

Organization: General Accounting Office (GAO)

Title and Date: Trans-Alaska Oil Pipeline Operations: More Federal Monitoring Needed, January 6, 1981, (EMD-81-11)

Major Findings: GAO found that the operator of the Trans-Alaska Pipeline System has at times varied from the requirements of federally imposed stipulations. DOI monitors have not determined whether these variances are justified. GAO feels that more research is needed to determine the long-term environmental impact of pipeline activity.

Actions: BLM has recommended that Alyeska's alternative program for detecting pipe settlement be approved. BLM has also requested a written report of Alyeska's findings regarding a subsurface radar profiling system to evaluate its applicablity for detecting thaw bulb growth and associated pipe settlement. Studies to determine the long-term effect of the pipeline on the environment have been initiated by BLM.

Organization: General Accounting Office (GAO)

Title and Date: Environmental and Other Problems along the Alaska Pipeline Corridor, April 8, 1981 (EMD-81-69)

Major Findings: GAO recommends that BLM work with the State of Alaska in developing a plan which provides for the correction of haul road deficiencies. GAO also recommends that BLM revise its land use plan for Federal lands adjacent to the haul road, and to take into consideration State plans for public travel.

BLM Action: BLM has been working closely with the State on haul road issues. The State has prepared a plan for correction of haul road deficiencies and BLM has been directed to coordinate closely with the State in implementing this plan. BLM has ammended land use plans to reflect the opening of the haul road to the public.

V. APPENDIX

V. APPENDIX

BLM Organizational Structure

The Bureau of Land Management was established on July 16, 1946, through the consolidation of the General Land Office (created in 1812) and the Grazing Service (formed in 1934) as set forth in the President's Reorganization Plan 3 of 1946. Since 1946, BLM has evolved into a decentralized, line and staff organization. The last page of this Appendix is an organizational chart of BLM.

BLM Headquarters Office, in Washington, D.C., is headed by the Director and Associate Director. They are supported by three Deputy Directors who function as line officials and who, together with the Director and Associate Director, provide top-level executive leadership and management.

The Headquarters Office develops and translates executive, legislative, and judicial policy into specific sets of programs to pursue national goals on a consistent basis throughout the BLM's field organization.

It identifies policy and decision needs for the mid and long-term future and provides support to Secretarial Officials in coordination of BLM programs with those of other Federal, state, and local governments. The Headquarters Office also assures that program responsibilities delegated to other BLM units are being fulfilled according to established policies and procedures.

There are 12 State Offices each headed by a State Director with line authority. These offices are the intermediate supervisory and administrative offices responsible for all land and resource programs within their geographic area of responsibility. Each BLM State Office administers a geographic area which generally conforms to State boundaries and consists of one or more States. The map, on the last page, shows the location of the State Offices. These offices are responsible for planning, developing, and managing renewable and nonrenewable resources programs, and for maintaining relations with the public and with a variety of organizations. The acreage which western State Offices manage ranges from seven million acres of public lands in Montana to about 150 million in Alaska. The Eastern States Office, headquartered in Alexandria, Virginia, manages approximately 60,000 acres in states which border on or are east of the Mississippi River and is responsible for mineral leasing on 24 million acres of federal reserved mineral ownership.

At the local level, some 55 District Offices develop and carry out resource management work programs. Each office has responsibility for a portion of the geographical area under the jurisdiction of the State Office. Districts are the basic field component of BLM and are headed by a District Manager, who is a line official. In the lower 48 States, the largest district is the California Desert District which contains over 2 million acres. The smallest is Dickinson in North Dakota with 62 thousand acres. The average size of a district in the lower 48 is about three million acres, or an area about the size of Connecticut. In Alaska, the Anchorage and Fairbanks District sizes are changing rapidly, due in large part to the Alaska National Interest Lands Conservation Act, and are therefore not broken out as to their respective size.

A district is divided into Resource Areas. The line official for an Area Office is the Area Manager, who has responsibility for day-to-day resource management activities and implementation of on-the-ground actions for use of the public lands. Resource Areas in the lower 48 States range in size from about 5.3 million acres in the Stateline-Esmeralda Resource Area of Nevada to about 7,000 surface acres in the Oklahoma City Resource Area.

There are 163 Area Offices in BLM, many of them sharing office locations with District Offices, 51 are detached Resource Area Headquarters in separate communities.

Two Field Offices provide special support to BLM: The Denver Service Center and the Boise Interagency Fire Center. The Denver Service Center provides consolidated administrative support to State and District Offices and, to some extent, to the Washington Office. It is also charged with gathering, storing, and retrieving natural resource data and adapting scientific and technological concepts to field use. The line official of the Service Center is a Director who reports to the BLM Director in Washington.

The mission of the Boise Interagency Fire Center (BIFC) is to pool interagency fire fighting resources and deploy them when wildfires get beyond the control of local BLM Forest Service, Bureau of Indian Affairs, Fish and Wildlife Service, and National Park Service officials. The responsible BLM official is the BLM Director, BIFC, who reports to the Assistant Director, Technical Services in Washington. BIFC has a permanent work force which is supplemented by additional personnel as fire conditions dictate.

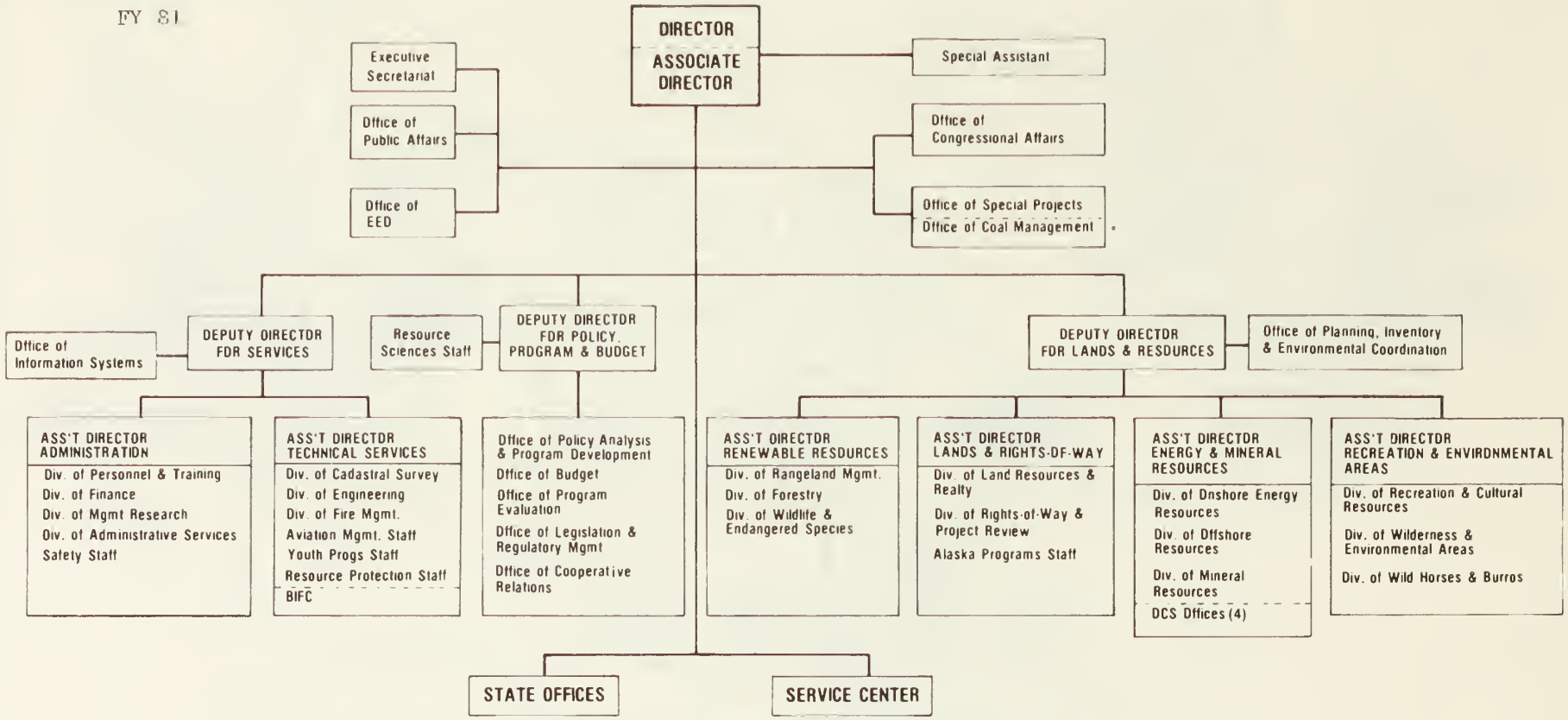
Four Outer Continental Shelf (OCS) Offices are responsible for field-level staff work for OCS oil and gas leasing. This consists of two major efforts: developing environmental statements and conducting lease offerings. The offices are in Anchorage, Los

Angeles, New Orleans and New York. Their Managers report to the Assistant Director, Offshore, Energy and Mineral Resources in Washington.

On June 30, 1981, the Secretary approved a reorganization of BLM's Headquarters Office with the changes effective October 15, 1981. The reorganization was designed to increase BLM's efficiency and effectiveness and place greater emphasis on high priority programs. An organizational chart reflecting the reorganization is included. This report does not reflect this reorganization because of the effective date.

BUREAU OF LAND MANAGEMENT

FY 81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Div. of Recreation & Cultural Resources
Div. of Wilderness & Environmental Areas
Div. of Wild Horses & Burros
STATE OFFICES
SERVICE CENTER

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* Includes the Office of Coal Management until Coal Program is Operational

BUREAU OF LAND MANAGEMENT

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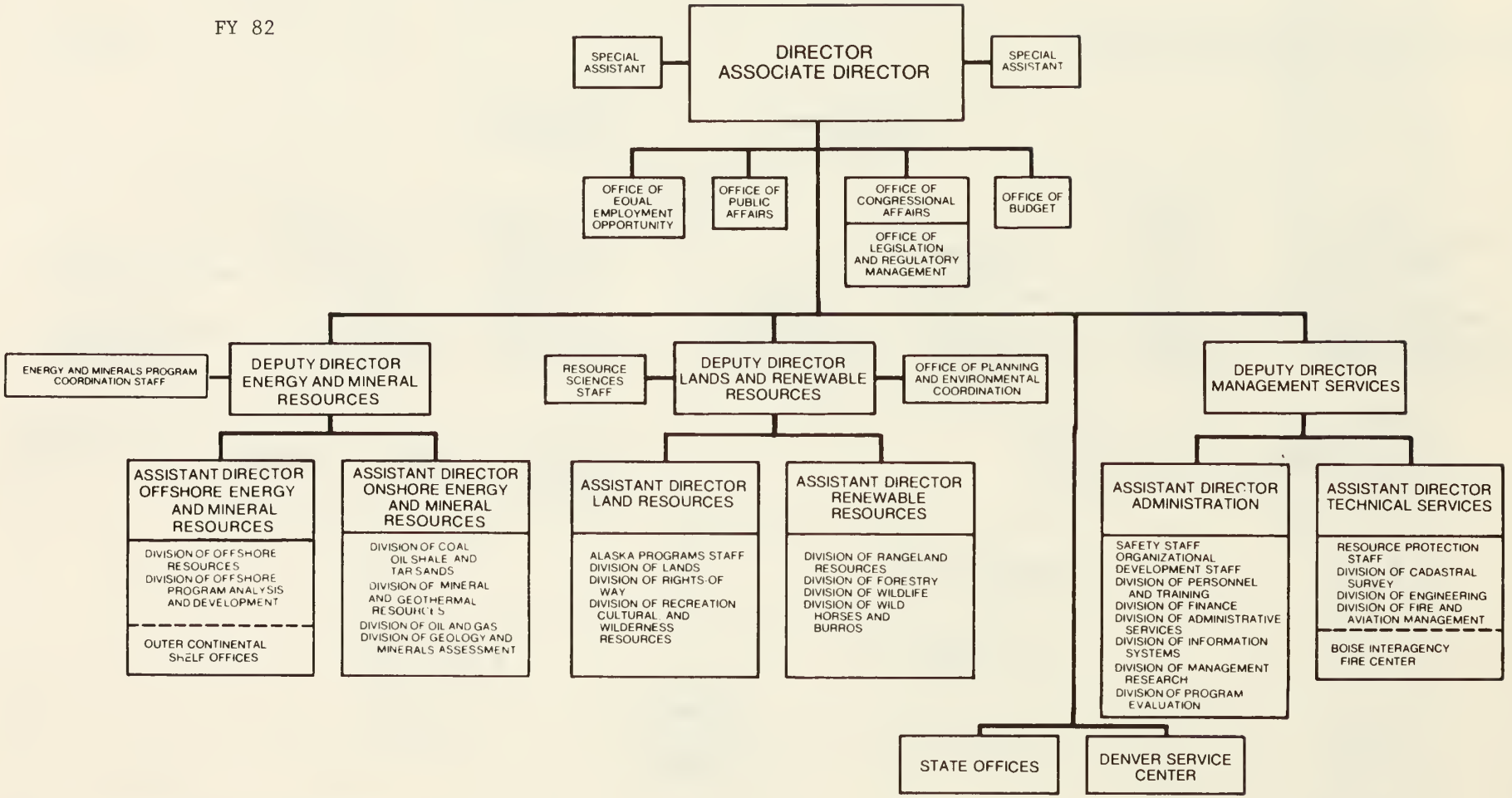
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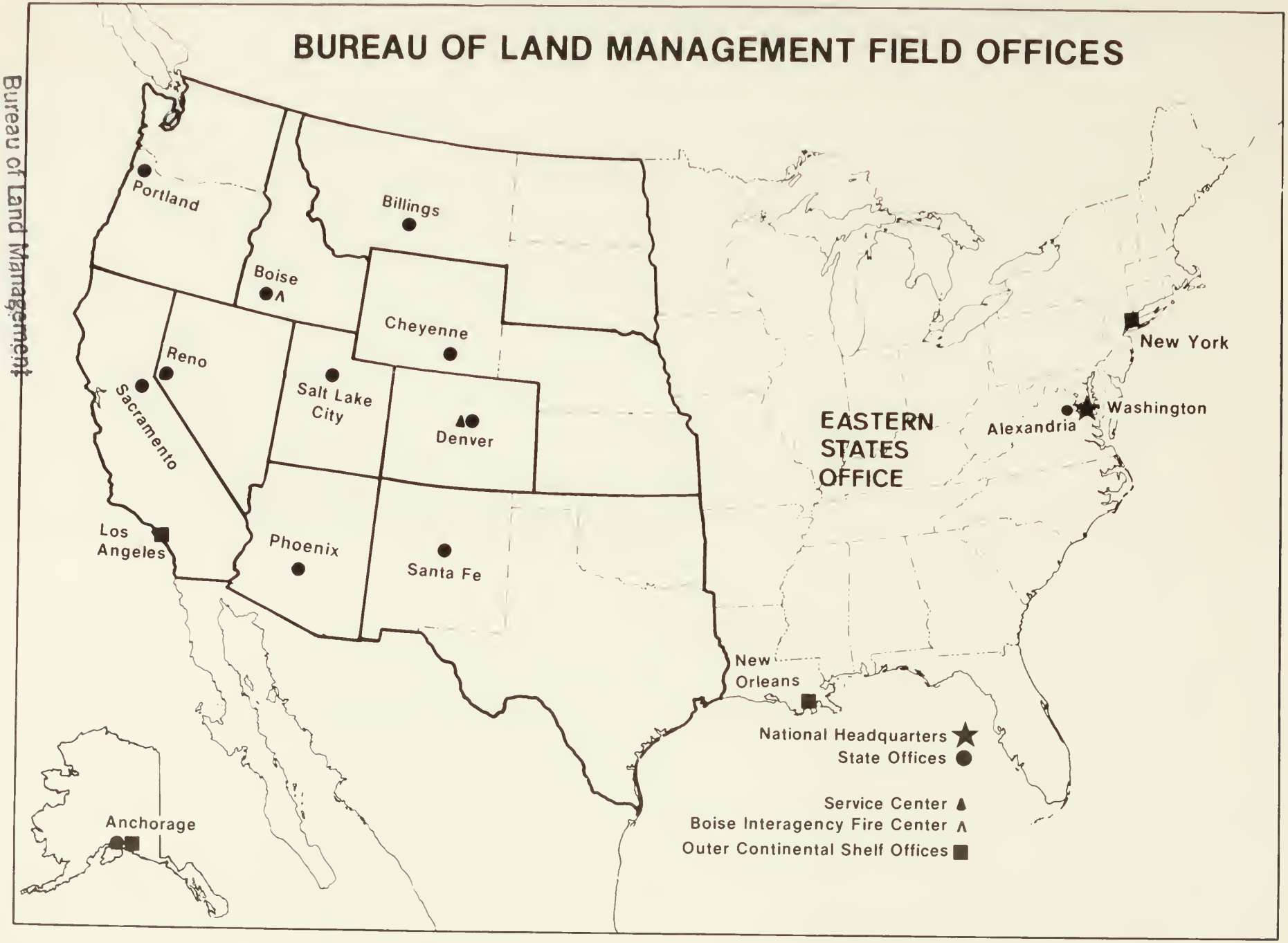

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